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ABSTRACT

This monograph contains papers and discussions that explore the concepts of a person-centered society and humanistic education and their implications for educational administration. Included are a set of directions for public education in a person-centered society, a discussion of the political and economic context and constraints within which the educational enterprise operates, various papers dealing with administrative roles and relationships, and descriptions of some practical examples of person-centered education in action. The publication concludes with a summation of the concept of humanism in educational administration. (Authors/WM)

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School Administration for a Humanistic Era

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School Administration for a Humanistic Era

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FOREWORD

Across the Chasms: Administration for a Humanistic Era was chosen as the theme for the Fourth Annual Western Canada Educational Administrators' Conference sponsored by the Council on School Administration of The Alberta Teachers' Association. This is a timely theme at this stage in our educational development. That the past decade has been one of kaleidoscopic change is self-evident to any practitioner. The ebb and flow of the various forces of change have not have stilled; indeed all signs indicate that they will be operative for some time to come. We remain in a period of educational turbulence – facing the chasms of frustration, uncertainty and disillusionment.

To bridge these chasms, the Conference was privileged to have had the counsel of people with unusual vision and perspective. Each resource person, whether speaker or reactor, has helped us to identify, analyze, and probe the urgent problems and needs of today, and has assisted us, as well, in anticipating those of the future. The educational concerns examined in this monograph are not the sole – nor, some administrators may contend, even the most pressing – issues of the present time. From my viewpoint on the firing line, however, the ideas treated in the following papers have been uppermost in the minds of many of us who have been trying to sense the meaning, the aspirations, the potential and the resolution of the unsettled educational situation we are experiencing.

As a group of people who have associated themselves in the Council on School Administration to enhance the quality of the educational experience offered by our schools, our purpose is professional development as educational administrators. The Western Canada Conference is but one way in which we sharpen our perceptions and heighten our awareness of emerging trends and issues. The Fourth Annual Conference which focused on the concept of educational development toward a humanistic era will, I hope, help each one of us to identify and to learn the new competencies which changing circumstances require of us.

Harry P. Chomik
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Council on School Administration, ATA
and
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This monograph is the product of the efforts of many people associated with the Fourth Annual Western Canada Educational Administrators' Conference. Without the dedication and creativity of my Executive Committee members – Gordon McIntosh, Robert Bryce, Keith Harrison, and Alvin Myhre – the conference would not have been possible. In turn, the Committee benefited from its consultations with the Conference Board – Frank Oliva, Harold MacNeil, Edith Rogers, Ralph Gorrie, Owen McGuire, Nick Myskiw, Lowell Williams, and Fred Begoray.

We owe a special debt for efficient and untiring efforts to Brian Ganske, Russ Pacey, Gordon Lowe, Gerry Kelly, and Danny Daniels, Rod Soholt, Bruce Hopchin, Jacques Plamondon, for coordinating registration, social functions and news releases.

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As director of the Conference, I wish to acknowledge the valuable and productive association I have had with Gordon McIntosh and Robert Bryce throughout the planning and organizing of the Conference, culminating in the mammoth task of editing and producing this monograph.

Special personal acknowledgement is due professional colleagues in various parts of Alberta for direct assistance or for ideas germane to the successful conduct of the Conference.

Finally, I should like to express on behalf of the Council on School Administration, our appreciation for the continued support from administrators, trustees, university personnel and citizens across this nation – and, as well, our colleagues across the border in the northwestern United States. Their interest and enthusiasm has established our Conference as a national and international event.

Harry P. Chomik
Conference Director

AN INTRODUCTION...

A CHOICE OF FUTURES

In *A Choice of Futures* Walter Worth asserts that we are on the threshold of fundamental choices regarding values, goals, and the manage ment of human affairs. He asks us this question: What kind of future do we want?

Worth poses the choice simply: there are two possibilities. The first is assigned the label "second phase industrial society." Charles Reich's Consciousness II, it is the present extended into the future. Economic values would be dominant, just as they are now — "values which lead to goals such as continuing expansion of goods, increased consumption which subordinates individual needs to the requirements of industry and technol ogy."

The second possibility, by contrast, is discontinuous with the recent history of our civilization in fundamental respects. (By "recent" we have in mind the 400 or 500 year period beginning in the 16th century which has seen the rise of modern science and technology, the Protestant ethic, and, in this century, the corporate state.) We can opt for what Worth calls a "person-centered" society — Reich's Consciousness III. The orientations and values of a person-centered society include "sensualism," "capacity for joy," "flexible structures that promote equal relationships," "inter dependence," "cooperation," "humanism." Worth's own preference clear ly is with person-centered society.

PERSON-CENTERED SOCIETY

Person-centered society — let's reflect on it for a moment. At the end of a hard day of routine demands and crises which have sand papered our nerve endings, the words are seductive. One thinks of Alexander Ross, former columnist for that pillar of the Consciousness II establishment, *The Financial Post*, writing of such a society in this way:

> People talking to each other on elevators. Street dances happening spontaneously. More sex, less tension. Less concealment of real feelings in offices, families, affairs. More people willing to earn half as much in order to live twice as well. To me, this all sounds lovely — *and* feasible.

If person-centered society is to be more than a literary sedative to ease the frustrations which accumulate during the typical administrative work day, if it is to be more than an educational utopia which like the kingdom of heaven is not to be achieved on earth, then there's need for reflection and action on the part of those who have chosen to listen to the call.

ADMINISTRATORS AS HIGH PRIESTS

Here's a fact to attend to, however. Administrators are the high priests in the secular temples of the organizations which are the core, the very meaning, of the Consciousness II world that Reich, Worth, and others urge us to transcend. Slings and arrows we must bear, of course. (Unlike the high priests of the past, we lack the means to silence our tormentors. Otherwise, we *would* use these means as did the high priests presiding over society's key institutions of the past, for to be a high priest is to be the target of those bent on reform and revolution, and to have power to silence one's critics is to use it.)

But in compensation for these torments, we carry a special status, gather special rewards, wield powers, project a mystique which, all in all, make it highly unlikely that we would bend our wills to the creation of organizational forms and educational processes that effectively eliminate these compensations.

PURPOSE OF THE MONOGRAPH

Yet that is the purpose of this monograph -- to explore the concept of person-centered society and its implications for educational administration. What is meant by person-centered administration? by humanistic education? By what means are these to be achieved? Are they worth achieving? Within what constraints -- social, political, economic -- are we working? These are the questions we must address in a hard-headed fashion, spurning the lure of cliché, fashion, and a new conventional wisdom.

THE SEMANTIC MARSH

This monograph ventures into territory which is as semantically marshy as it is value-laden and emotion-charged. To handle the issues raised, new language is necessary and it must be developed and used with care and rigor. Consider one example. One of the characteristics of person-centered education is participatory decision-making -- participation by staff, by students, by members of the lay community. This raises issues which the school administrator of the not-too-recent past did not have to confront. He must ask himself such questions as: For what groups or individuals does this particular matter have *relevance*? Who can bring *expertise* to the resolution of this matter? In what *jurisdiction* does this matter rest? To what decision-making *forum* should this matter be referred?

To one degree or another, most of us resist the analytical approach to decision-making required of the administrator who uses such questions as the above in framing procedures for participatory decision-making. The resisting administrator tends to think in simplified categories. It's easier: "Either I run this school or I don't!" The concept of participation and the language in which the concept is discussed are without meaning for the most resistant administrator. The idea of a *dialogical relationship* between administrator, on the one hand, and staff and students, on the other, rather than a *superordinate-subordinate relationship* is quite foreign.

The language of person-centered administration and humanistic education refers to new realities, only glimpses of which have we seen and experienced. In building a new language which is firm and rich with meaning, we can proceed only as fast as we gain experience with new forms of organization, administration, and education.

ORGANIZATION OF THE MONOGRAPH

This monograph brings together a good deal of this essential experience. The papers are organized according to the following pattern. In Part I, Walter Worth provides a set of directions for public education in a person-centered society. Saywell and Seastone, in Part II, discuss the political and economic context and constraints within which the educational enterprise operates.

Part III is made up of papers dealing with administrative roles and relationships: Miklos considers the principalship; Strembitsky, the school system central office; and Harvey, provincial departments of education. Horowitz examines the relationships between faculties of education and other agencies involved in teacher education. Wiens presents a case for the administrator as a social advocate. Bryce examines the roles of the task force as a special-purpose structure for educational problem-solving.

A quite different slant is taken in Part IV. Where Part III was analytic, this section is descriptive, replete with examples of person-centered education in action. The essays and dialogue of Billie Housego and Kathleen Francoeur-Hendriks open the section and establish benchmarks for coming to grips with the elusive and crucial concept *person-centered education*. With this as a basis, four case studies are presented. First, two schools heading in person-centered directions are discussed by their chief administrative officers: Calgary Separate's Bishop Carroll High School, by Robert Lowery; and a Montreal CEGEP, Dawson College, by Paul Gallagher. A case study of conflict in the implementation of a family-life and sex education program is presented in a dialogue between adversaries Bob Plaxton and Harald Gunderson. Concluding this section, a four-act play with the authors as actors – David Hemphill playing a superintendent of schools to Maureen Hemphill's chairman of the school board – is used as the vehicle for exploring the possibilities of "change from the top" in a typical public school system.

In Part V Norman Goble presents a summation and offers his own eloquently expressed conception of humanism in educational administration.

R.G. Mc.
R.C.B.

PART ONE

Toward Person-Centered Education

WALTER H. WORTH

HAROLD S. BAKER
ROBERT WARREN
R. GORDON McINTOSH

Education: The Next Quarter Century

WALTER H. WORTH

Following wartime military service and a brief period in business, Dr. Worth entered the field of public education. From teaching he moved to the provincial superintendency (Alberta); thence, with pauses for graduate study (Ed.D., University of Illinois, 1959), Dr. Worth became a staff member of the University of Alberta. After being Department Head and then Associate Dean in the Faculty of Education, he was appointed Vice-President for Planning and Development at the University of Alberta. From that position, he was seconded in 1969 to the Alberta Commission on Educational Planning. Dr. Worth was appointed Deputy Minister for Advanced Education, effective September 1, 1972.

"The future holds hard times. Not necessarily in the sense of a struggle to sustain life, but in a different sense – a struggle to make living worthwhile." In these terms, Dr. Worth defines the social context of education for the next quarter century. Four major ideals will guide us as we work toward a humanistic era: a futures-perspective, lifelong learning, participatory planning, and individual autonomy.

The major distinguishing characteristic of education in the next quarter century will be the study of values. To facilitate the study of the valuing process schooling must be integrally connected with the world of work and social action. ("The classroom of the future must become an entrance into the world and not an escape from it.") Furthermore, we must recognize and make provision for a better balance among the three principal modes of learning: institutional, membership, and autonomous. These modes of learning differ principally in the locus of authority. In the institutional mode (the dominant mode in most schools and universities), authority rests with someone other than the learner, and herein rests an imbalance which must be corrected.

Dr. Worth concludes and summarizes his position in this way: "We can no longer afford the kind of schooling that takes the learner into the future with his gaze fixed steadfastly on the past ... . The present content of schooling may not be dumb, but it is more than a little deaf, and almost totally blind – and it is not likely to lead to a humanistic era."

Toward a Humanistic Era in Education

If we want to enter a humanistic era, then our educational efforts in the next quarter century ought to be guided by four major ideals: a futures-perspective, a commitment to lifelong learning, faith in participatory planning, and support for autonomous individuals.

Futures-perspective. A futures-perspective means that we must plan ahead, look ahead, and educate ahead.

The immediate need for a futures-perspective was outlined by Alvin Toffler in *Future Shock*. He observes that every society has its own characteristic attitude toward the past, present, and future. This time-bias, formed in response to the nature and rate of change, is seen as a powerful determinant of social behavior. It is clearly reflected in the way the society prepares its young for adulthood. We need to understand this and adjust our own time-bias forward in keeping with the ever-accelerating pace of change that characterizes the modern world.

This futures-perspective will have to involve every aspect of the educational system; in particular it must involve the curriculum. The dominant characteristic of institutions for schooling must become their ability to respond to the unknown we can expect tomorrow; and this will require a built-in capacity for self-renewal.

The whole notion of the future is elusive. It often fades or crumbles in the face of conventional logic and our habitual concern for hard facts. Science cannot bring the future – particularly, future human and social affairs – into the comfortable fold of easy understanding and reliable prediction. It disappears into thin air when we try to see it, touch it, hear it, smell it, taste it – all those senses that form the foundation of fact and knowledge. Yet is it not there, in our imagination, affecting every plan we make, every decision we take, every action we carry out?

We must look beyond ourselves and our time. We must try to see the future as it could

People must be more than mere clients of the educational system. They must share in shaping it.

be. When we do this, we are able to reason from the future to the present, rather than simply allow today to become tomorrow. In doing so, we can assess and choose from among alternative futures for Canada and for our educational system.

Lifelong learning. Greatly increased educational opportunities over a longer time span will be essential, both to keep pace with change and to maximize development of the individual. Today, lifelong learning is primarily a matter of individual choice or occupational necessity. Tomorrow, it must be an experience available to all.

The notion of lifelong learning is not a new phenomenon in history. The Athenians created a learning society in ancient times. Centuries later, Comenius reiterated the ideal of continuous education for all persons. And, more recently, UNESCO and OECD have endorsed lifelong learning as the animating principle of the whole process of education.

What is new is the fact that the modern world, with its constant and rapid changes, cannot endure without continuous learning. The expansion of knowledge will alter both educational and vocational requirements at a pace few of us can yet imagine. This development, coupled with the impact of automation and the probable increase in leisure time, poses serious problems for almost everyone.

Lifelong learning, however, must be something more than an undertaking intended to maintain or advance one's personal position on the socioeconomic scale. Its purpose is total personal development. It seeks to make every individual truly a person and a full citizen of our society – a partner in the benefits of life in Canada.

Linked to political change, this approach to education could gradually enlarge the scope of personal freedom. It would increase the sense of self-fulfillment for an unprecedented number of citizens and give greater meaning to equality by making knowledge the basis for it. The eventual outcome would be a more socially creative and individually satisfying society.

Participatory planning. People must be more than mere clients of the educational system. They must share in shaping it. If education truly is to benefit society, it must draw on all of society's strengths. Expertise, then, can be mobilized without granting educators and bureaucrats dominating roles because of their special credentials or strategic positions.

The rate of change in modern-day society necessitates a concurrent human adaptability to change. Contemporary discussions of education are crowded with statements to this effect. We often tend to forget that effective use of any ability for adaptation must be accompanied by an individual desire to adapt. People must be motivated. They must understand, and want to enjoy, the benefits of adaptation. This motivation can best be aroused by the feeling that changes are being controlled or at least influenced by those affected. Therefore, a major concern of education in the next quarter century must be not only to train for adaptability but to train the individual to master changes that affect his own situation. Too often we set out with noble goals of doing things for people but fail to equip and encourage them to act for the improvement of their own lives.

The reshaping of Canada's educational system must seek to involve all our citizens. The magnitude of the task ahead makes it clear that there will be more than enough for everyone to do. Thus, it is imperative that we provide new structures and new methods as well as assistance, encouragement and freedom for all to do the best they can. We must release and apply our potential. This is the way mankind has progressed in the past, and it is the most promising road for education in the future.

Autonomous individuals. Realization of a futures-perspective, lifelong learning and participatory planning begins with the acceptance of these ideals by the individual. This is in keeping with our social system which has traditionally rewarded individual effort and achievement. Basic to this tradition is the development of self-direction and self-determination.

Persons who are self-directing and self determining have likely had access to an education that is moral as well as intellectual and aesthetic. This is not to say that education should be moralistic: there is a vast difference between moral ideas and ideas about morality. Ideas about morality are those pieties we acknowledge but do not always act upon. Moral ideas become a part of us; they affect and improve our conduct.

An education that is moral as well as intellectual and aesthetic will not downgrade the importance of disciplined, intellectual effort. Nor will it deny the need to give the arts a central place. What it does offer is a new emphasis on increased self-direction in learning and an open spirit of inquiry at all ages and levels, so as not to compromise opportunity for self-determination in matters of value judgment.

This is not a revolutionary idea.

The autonomy of the individual, his incomparable worth, his right to self-determination are crucial to our democratic traditions. What is revolutionary is the proposal that in the remainder of this century we deliberately seek to develop an entire citizenry educated to feel and act as well as think, individuals committed to the concept of full personal responsibility, individuals who feel that to be true to themselves they must respond with themselves, individuals educated to courage.

Nurturing of autonomous individuals does not imply the selfish gratification of one's own desires at the expense of others. The sum of such individual interests simply adds up to the disadvantage of all. It does imply that the needs of society and its individual members must be reconciled so that both may flourish. This means that through open inquiry into life itself, each of us must learn to assess and apply those conditions of human association necessary to ensure human survival and community benefit. Autonomy of the individual is more than responsibility to oneself — it is responsibility to all.

* * *

It is easy to assent to these four ideals as abstract propositions, and to adopt them as pious slogans. It is more difficult to foresee what would be the consequences of putting them into practice. But perhaps through the use of three illustrations I can provide you with a partial indication of what might be required if we were to adopt an outlook of optimism and exhibit a willingness to act upon devotion to mankind, and to actually practice what we preach.

Valuing

Tomorrow, as today, Man will often be caught between the need for individual freedom and the deceptive security of group life. In the absence of understanding and agreement about what is significant, Man is apt to remain a helpless victim to the lure of the marketplace and to counterfeit values. His ability to function autonomously with ethical discretion will be either stillborn or withered from disuse.

A revolutionary proposal: that in the remainder of this century we deliberately seek to develop an entire citizenry educated to feel and act as well as think ... individuals educated to courage.

Man's future relationship to his social and physical environment can be improved only when his behavior is guided by values that are clear, consistent, and defensible in terms of the life goals of each individual as a member of

The major distinguishing characteristic of schooling in the last quarter of the 20th century – value-orientation.

society. A concentrated concern for what could and ought to be gives rise to the major distinguishing characteristic of schooling in the last quarter of the 20th century – value-orientation. Value-orientation is the examination of the feelings and ideas that individuals and society hold in regard to what is right, good, and important. It is premised on the conviction that persons exercise freedom according to the values that they hold, values and related feelings and attitudes being the prime determinants of actions.

The content of the various phases of recurrent education should, therefore, include experiences which allow learners to clarify their personal values and to understand the values of others. This valuing process, as described in the new Alberta social studies program for basic education, involves three basic skills: *choosing* – identifying all known alternatives, considering all known consequences of each alternative, choosing freely from among alternatives; *prizing* – being happy with the choice, affirming the choice willingly and in public if necessary; *acting* – acting upon the choice, repeating the action consistently in some pattern of life.

There is room for much debate about the best way to develop values and self-direction. Nevertheless, there appears to be general agreement that teachers from nursery to graduate school are inclined to tell the learner too much. They are prone not only to an excess of lecturing, but to exhortation, platitudinous directive, and synthetic interpretations of proper behavior. The inquiry method of learning is often held out as an appropriate model for students who will be making value choices. We must ensure, however, that inquiry does not turn into little more than the well-worn routine of information seeking and copying from books, followed by oral reports, and a prompt forgetting. To offset this, our formal programs should be saturated with activities such as the life experiences which I shall be describing shortly. By allowing the learner to experience life firsthand, we provide him with the most relevant possible source of thinking material. If we then encourage him to interpret his experiences, gradually developing a sense of what is important and unimportant, he can learn to decide for himself which values to uphold.

Introducing the learner to such experiences requires not so much a teacher as a leader, a person who is himself sufficiently integrated so as not to need refuge in authoritarian behavior – a person who is able to tolerate with patience, to accept, to encourage. If the learner experiences and considers authentic activities and situations, and is helped to analyze them and extract useful generalizations, he will come to regulate his own behavior accordingly. As an example, one might consider the value choices related to the likelihood of overpopulation's threatening the quality of life. In such a situation, which value is more important: the right of the individual to decide how many children he or she wishes to sire or bear, or the right of society to restrain the individual in order to safeguard the whole?

Nor can we expect the teacher to be value-free. To do so would not only render him a social eunuch, but also would provide a role model for the learner that is the direct opposite of what we wish him to become. We must expect teachers to act as committed human beings who put forth their biases insofar as they can recognize them, but encourage and insist upon the expression of other points of view. A simple procedure to avoid any attempts at indoctrination is to have more than one resource person, as well as a variety of learning materials readily available.

Schools must also respect the moral imperatives of our times, reflecting the dependency of ethical behavior upon a mixture of knowledge and belief. The present social turbulence indicates, among other things, that we should en-

courage examination of what used to be known as religious values. But there is difficulty in equating the study of the human sciences with that of religion. Strong feelings that religion should be confined to the churches and not be extended into institutions for schooling at any level are still held by many persons. However, if we define religion as the study and scholarship that takes as its province certain activities and beliefs commonly known as religious, then religious studies can be placed under the human sciences program and be subjected to the analysis that is part of these sciences.

Man's development is a matter of getting beyond himself, of transcending himself, of ceasing to be an animal, while still remembering his place in the ecological plan of life. Whether one sees religion as beneficial or destructive, it is a part of this experience. No one can deny its effect on Man's self-understanding, his destiny, his way of life. To attempt to understand Man without reference to his systems of belief and insight is to reduce and distort the whole purpose of such study. Thus, future schooling in Canada would be incomplete without a commitment to the human sciences, including religious studies as a key ingredient in valuing.

Impermanence is permanently in the center of Canadian life. And while novelty is pleasant, and a part of Man's nature craves it, his capacity to absorb novelty is limited. When change is too rapid, or when it corrodes the vital centers of belief and disrupts basic expectations, society sometimes overreacts. Indeed, the call for order is now being sounded in educational circles. What such calls for order often fail to do is to distinguish between unity and uniformity. Unity can embrace a great variety of opinions and views. Unity can include dissension, conflicting ideas and opposition. Uniformity has everybody thinking alike or saying that they think alike.

No doubt the task of developing character through the process of education is difficult and hazardous. But it is probably the only way to safeguard unity while avoiding uniformity.

We Canadians are a practical people with a firm and deeply ingrained set of expectations about life. Our expectations of institutions for schooling as the training ground for the way of life we value are similarly ingrained. It will not be easy, therefore, to stress adaptability and diversity so that openness to the new and reasonable comfort with uncertainty is promoted. Traditionally, formal schooling as an agent of cultural transfer has tended to deal in absolutes. We have often tried to teach a best way to behave, feel and think. Whenever students and teachers engage in activities that even question the uniformist tradition, they are likely to be subject to considerable community criticism. Thus, efforts to practice the valuing process in the classroom will have to be paralleled by efforts to persuade society that flexibility may be more important to the learner of all ages than acquiescence.

Life Experience

To facilitate the valuing process and to achieve our ideals, the classroom of the future must become an entrance into the world and not an escape from it. The translation of this notion into actual educational programs requires the daily on-going attention of every administrator and teacher in our institutions for schooling. In addition, it requires the identification and provision of the opportunity for certain activities or experiences that are systematically linked with the world of work, leisure, and pleasure. This proposal is not as simple as it sounds and it may be misunderstood. Fundamentally, it suggests that the worlds of work and other areas of life be used by children, youth, and mature adults as a life experience learning laboratory. The implications of this proposal are enormous since links are envisioned where none now exist and the whole work-ethic – indeed, the very meaning of work – is to be tilted, if not upset. For when it is suggested that the worlds of work and relaxation be used as a learning laboratory for recurrent education, traditional concepts about both work and education have been turned

Instead of education's being a laboratory in which people learn how to work and play, work and play become a laboratory for education.

upside down. Instead of education's being a laboratory in which people learn how to work and play, work and play become a laboratory for education.

Embryonic life experience programs have already emerged for a small number of students in many urban centers. The federal Opportunities for Youth program and its provincial counterparts, such as STEP in this province, have life experience objectives. So do the so-called sandwich programs found in the engineering field, the work-study courses in our high schools, the cooperative education programs in some colleges, and the apprenticeship arrangements of our technical institutes. All such programs ought to be expanded, and others developed, in order to reduce the isolation of our schools and institutions of higher education, one of the objectives being to bring youth into collegial and helping relations with adults and each other while engaging in significant community activities. In this way students are helped to make the transition between theory and practice, between irresponsibility and responsibility, and between irrelevancy and relevancy.

The most vital daily activity of all adults will continue to be work necessary to the functioning of society. To exclude our youth from this activity is to exclude them from the most basic part of society. For this reason, the schools of tomorrow must develop a concept and a program that will make education relevant to the adult role. Most young people have little knowledge of the kinds of work that will be done when they become adults. The time when youngsters knew about work by casual acquaintance with it in the community is gone.

Schools must begin career discussions and orientation earlier. Beginning at the intermediate level, exploration into broad occupational areas should be available to all students. At the senior school level, students should continue investigation into careers, with emphasis on group career guidance, coupled with work experience for school credit and wages. Volunteer or paid activities related to career choices – such as service in hospitals, schools, government offices, and private organizations – should offer a chance to gain not only information but actual job skills. Everyone needs the opportunity to learn employability skills, such as responsibility, cooperation, taking instructions, being on time, and remaining on the job. More people lose jobs because of the lack of these skills than for any other reason.

The basic purpose of the career-oriented approach is not to force students to make an early selection of a specific career, but rather to make all young people aware of the options available to them. The school then becomes the vehicle for achieving their goals rather than a prestructured institution to which they must adapt.

This is not a proposal to substitute learning on the job for the deeper insights and the knowledge and skills that scholars have developed. The teacher, the books, other materials of the school, and the intellectual resources of the community are to be employed by the student as he works on the problems of his job and carries through projects in which he is engaged. When he is actually doing work that he finds significant, he can see for himself, with the aid of those who know the field, that many kinds of learning are helpful and even necessary. Coordinators will be needed to connect schooling with the world of work and social action, and teachers will be faced with the necessity to reorganize the content of school studies and to assist students to use these studies in connection with the activities in which they are engaged.

In life experience education, the student would be concerned with civic activities as well as with gainful employment. In these activities, he would confront real life problems that in-

volve values, aesthetics, and public policy. The opportunity is thus provided for the student to progress in a more meaningful fashion toward the attainment of social competence and ethical discretion, in addition to career proficiency.

So far I have concentrated on work experience as slightly distinct from other life experiences. Three questions have been skirted: What about children too young to benefit from work experience? If the intention of recurrent education is to help the learner to manage his own life, and if he learns this through work experience, why have schools at all? Is there not more to living than working? Let me now try to answer these questions.

The concept of life experience education is not a proposal that nine year-olds return to the coal pits. It does propose, however, much more field experience in childhood education. More community visits, field trips, business tours, visits with artisans, industrial tours, recreational visits, nature study, outdoor educational activities, and cultural excursions are essential. More exchange visits, even within a single town or city and certainly between urban and rural areas, province and province, country and country, should be developed. Children of the affluent should exchange visits with children of the poor, children of the pavement with children of the parkland, and children of the new Canadians with children of rooted Canadians. Educational laboratories for young children exist in abundance outside of the classroom.

Children of the affluent should exchange visits with children of the poor, children of the pavement with children of the parkland.

In addition, a dual approach toward the world of working and living must be developed in basic education and followed through in higher education. This approach is in answer to the query: If direct experience is so great, why have schools at all?

Direct experience provides a learner with the personal knowledge necessary to manage his own life. He already gets some such experience outside the school and he should get more in school. At the same time, however, he must acquire a scientific and technical understanding of the worth of his new knowledge, and the humanistic scholarship necessary to keep it all in perspective. This is the dual approach that future education must have – theory and practice. Practice is limited by a school setting; theory is limited by a practical setting.

The future holds hard times. Not necessarily in the sense of a struggle to sustain life, but in a different sense – a struggle to make living worthwhile. A clear implication is that off-job time or leisure will be a new and challenging arena for schooling, for obviously, one does not live only to work. Teaching man to get the most from his leisure time has long been one of the avowed ambitions of school programs; but it usually has been a minor ambition. Only recently have we recognized that adults of 40 rarely engage in hockey or track and field. Consequently, we are now including swimming, golf, handball, and other lifetime activities within the physical education program. The same recognition has caused us to add music and art appreciation courses, creative writing and cooking, and a variety of other activities which have recreational potential, all intended to encourage interests and aptitudes that would serve the student later in life.

The success of these programs can be measured by their products. A very few of us today attend concerts and the theatre; a somewhat larger minority absorbs so-called intellectual fare through reading and certain television programs; while the vast majority gives itself to popular, often mindless, television schedules, and a host of other activities just as lazy and just as meaningless. Quite a few of our younger educational products take drugs to escape from the ordinary, trying to make life seem fuller, more interesting, worthwhile. It would appear

that our institutions for schooling have not prepared people for, or motivated them toward, fuller, more interesting lives.

Our challenge to do better in the next quarter century will be eased by the public's striving toward avocational fulfillment, but the battle against painless, seductive spectator entertainment must still be fought. This task is made more difficult because Canadian business is coming to recognize that recreation is a very lucrative market, and that spectator recreation is especially lucrative. While spectatorship has its place, it does not serve as a very good recreational model. A person may think that he is fairly well-off recreationally when he has a color television set and season's tickets to the football games, but fairly well is not well enough.

"Living fairly well" is to reap the benefits of membership in the mass production society; "living fairly well" means clothes, cars, mass entertainment, abundant commercially produced food and drink; "living fairly well" is stuffing the mass stomach with all the processed benefits stimulated by system-worship of the dollar.

"Living really well" means living as an authentic individual; "living really well" can include the pleasures of living fairly well – if one has time, for "living really well" encourages those forms of enjoyment that cannot be mass-produced: playing musical instruments, creative expression in the arts, participation in sports, refurbishing one's home and, hopefully, one's life.

In attempting to communicate the difference between living fairly well and living really well, schools at least can help the individual develop a sensible attitude toward participation and consuming. They can do this best through life experience – by activities rather than passivities. The good things in life are many and diverse, and one must learn to be both a discriminate and prudent participant and consumer. This applies even more to pleasures than to goods, although many today cannot differentiate between the two. *Leisure is time, our time, our life*, and we must learn to evaluate it and establish our priorities accordingly. And so we are back to the centrality of the valuing process in future education – my first illustration of what needs to be done to put our ideals into practice, and in so doing to enter a humanistic era.

Modal Learning

But how do we bring a humanizing dimension to the learning transaction itself? Too often, definitions of the humanizing process become merely someone's notion of what a good teacher is. An even more superficial view measures the humanizing element by course content, equating high levels of humanization with whatever is impractical, spiritual, or elevating. While not denigrating the humane effects of both teachers and academic disciplines, let me suggest another strategy: the recognition and use of modal learning – institutional, membership, and autonomous.

The essential difference among what I have termed the institutional, the membership, and the autonomous modes for learning and teaching is the *locus of authority*: in the first mode it is *external* – the program is prescribed by someone other than the learner; in the second it is *shared* – a group of learners determines what and how they should learn; in the third it is *internal* – the individual learner formulates his own program. At the present time, the institutional mode dominates in most schools and universities; the membership mode, in certain kinds of adult education, drop-out centers, and educational communes; and the autonomous mode, in many of the free schools and universities, and radical non-schools.

The essential difference among the institutional, the membership, and the autonomous modes for learning and teaching is the locus of authority.

In the past, most learning has been undertaken in the *institutional mode* (Mode I). Certainly there are many variations, but Mode I emphasizes that the learner is dependent. He works toward objectives determined by the institution and directed by the teacher, and in subject patterns arranged by the institution. His progress is measured against established norms. He becomes the product of a formal, teacher-oriented learning corporation. This is basically a paternal mode and there is no use mincing words about it. The institution knows best and does certain things to the learner for his own good. In this mode the learner can find order, discipline, reward, humility, standardization, competition, organized knowledge, social and cultural opportunity, and a certain place in the scheme of things. Some find more and some find less.

Certain of the characteristics of Mode I can indeed be shown as humanizing, especially for those who want their place in life well-defined. But surely no one will find the humanizing characteristics of this mode either sufficient for life, or of equal benefit to all individuals.

The *membership mode* (Mode II) has already been given token attention by most institutions, at most levels of schooling. But since real control must be passed over to the student group, formal schooling's commitment to this mode has almost always been superficial. Mode II stresses cooperative enterprise, interdependence, group objectives, and common concerns. The teacher facilitates, but does not control; the process of doing things for one another, and for the group, is preeminent. This mode emphasizes human interaction, communication, mutual respect, cooperative behavior, shared decisions, team effort, and participatory planning and learning.

Certain of the characteristics of Mode II can be shown as humanizing, especially for those who feel their place in life depends upon group well-being. But the characteristics of Mode II will not satisfy all who search for human fulfillment.

The *autonomous mode* (Mode III) is already present in some of our institutions for schooling as well – either by design (called independent study), or by failure (called "going out on your own"). Mode III places control of the learning situation in the hands of the individual. He determines his own objectives according to his own interests; the teacher is a consultant. The learner evaluates his own performance; he does things *with* – with materials, with people, with exploration – all at his own choice. Mode III fosters independence, individual enterprise and responsibility, self-reliance, freedom, self-pacing, and self-direction.

Certain of the characteristics of Mode III can be shown as humanizing, especially for those who feel their place in life depends upon self-realization. But Mode III will not meet the needs of everyone, nor can everyone handle this much responsibility easily.

Mode I, which now predominates, has not brought the full human dimension to schooling, nor would the substitution of either Mode II or Mode III. But in combination, Modes I, II, and III possess many of the ingredients necessary for the development of a fuller human potential. Singly, some critics will cite the danger of alienation in Mode I, or of anticapitalism in Mode II, or of anarchy in Mode III. But, in combination, the checks and balances can assure that no single mode will dominate to the overall detriment of a strongly founded democratic society, especially a society that truly believes in unity through diversity.

It is not enough, however, for schooling to provide a subtle modal mix. Learners not only must have experiences in the full run of each mode, but also must know what purposes these modes serve and be made aware of the strengths and weaknesses of each. In this sense, modal mixtures must be accompanied by a concerted effort toward developing modal consciousness. It is hardly conceivable that we might learn in one mode, work in a second, and live in a third yet many people are reduced to doing just that. In this context, the phrase "let's put it all together" has the ring of anguish.

The three modes identified here parallel the

modal foundations of our democratic society: the state (Mode I), family and community (Mode II), and the individual (Mode III). They are basic requisites to living and learning. Thus all modes, and their variations, have a place within classes or groups, subjects or activities, in institutions and by institutions, at all levels of our educational system.

Such conscious, planned channelling of growing individuals through diverse, even contradictory, learning experiences is a call for a redirection of our social engineering efforts, from less attention focused on conservation, to more attention focused on reconstruction. This shift in emphasis may worry or upset a number of educators and laymen.

But is there any practical alternative?

Against the foreground of tomorrow, how many of our society's major problems will be solved by improved academic training in the conventional sense – as opposed to the number solved by improved social consciousness, economic prudence, and political know-how? So long as each day overturns another verity, how well will our schools serve the learner if they stress facts and solutions at the expense of emphasis upon the skills of problem-posing and -solving, valuing, communication and decision-making? As the homogenizing and collectivizing influences of such other systems of "schooling' as the mass media, advertising and the peer group become even more pervasive, can schools continue business-as-usual or should they seek to be more of a countervailing force?

When questions such as these are given careful study, it is difficult to escape the conclusion that the traditional social engineering role of our institutions for schooling requires substantial modification. And a mix-and-match modal approach, coupled with an emphasis on valuing and the provision of life experience, appears to be a good place to begin.

A Concluding Assertion

If the ideas that I have put forth are not new enough and not specific enough, teethe on this: we can no longer afford the kind of schooling that takes the learner into the future with his gaze fixed steadfastly on the past, not if he is to avoid a collision of monstrous consequences. Marshall McLuhan is dead right when he identifies schooling's rear-view mirror obsession; in fact, this may be the most important of all his observations. If classical scholarship is necessary to back up this assertion, witness the case of Polonius – "learned in retrospect, ignorant in foresight". And, if allegory is needed, consider the fabled troubles of the juju bird, who always flew backward because he was more interested in where he had been than in where he was going.

How many of our society's major problems will be solved by improved academic training in the conventional sense? ... How many will be solved by improved social consciousness, economic prudence, and political know-how?

Somehow the nature of our programs must be redirected toward helping individuals gain a perspective on the next society and the now, not the nether. The present content of schooling may not be dumb, but it is more than a little deaf, and almost totally blind, and it is not likely to lead to a humanistic era.

Discussion

HAROLD S. BAKER

Presently, Dr. Baker is Professor of Secondary Education at the University of Alberta and previously was research officer with the Alberta Human Resources Research Council until its disbanding in September 1972, and also served as the first Dean of the Faculty of Education at the University of Calgary. Prior to that, he was Chairman of the Department of Secondary Education, University of Alberta, after service as Superintendent of Schools in the Provost and Foremost Divisions in Alberta.

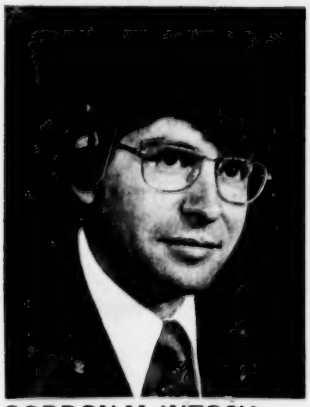
Dr. Baker earned a Ph.D. at Columbia University, following an M.A. at the University of Alberta. Philosophy of education, school purposes and curriculum are his main areas of professional interest.

ROBERT WARREN

Dr. Warren is the retired Chief Superintendent of Schools for the Calgary Public School Board, a post he held from 1951 to 1972. His career in public education includes service ranging from classroom teaching to membership on the Senate of the University of Alberta and the University of Calgary.

As President of the Canadian Education Association, Dr. Warren was able to extend his interest in education to activities on the national scene. Among the numerous educational committees and organizations to which he gave service was the Calgary University Committee which was instrumental in establishing a university at Calgary.

Dr. Warren maintains active contact with current developments in education by preparing and presenting mini-editorials on educational matters for a Calgary television station.



GORDON McINTOSH

Gordon McIntosh is an Assistant Dean in the Faculty of Education, University of Alberta, and Associate Professor of Educational Administration in the same Faculty. Prior to joining the University of Alberta (1970), he was a member of the Alberta Human Resources Research Council.

Dr. McIntosh received his B.Ed., B.Sc. and M.Sc. from the University of Saskatchewan and his Ed.M. and Ed.D. from Harvard. Together with Bob Bryce, he serves as senior editor of *Challenge*, the official journal of the Council on School Administration, ATA.

HAROLD BAKER comments:

I will comment first on the two alternative futures which Dr. Worth has outlined in *A Choice of Futures* – second-phase industrial society and person-centered society. In contrast to earlier reports on education (I can think of no exception) the Report of the Commission on Educational Planning makes very effective use of a set of philosophical alternatives as a starting point. To be sure, one can say that the distinction between the two is not quite as simple as Willis Harman would have it. Nevertheless, these two alternatives do set the stage for discussion of the content and process of education which would be the logical derivatives of taking these different starting points and following through their implications systematically.

pect). We either do or do not believe it is impossible for individuals to participate in planning the affairs which impinge on their lives without opportunities for continuously updating their information and ideas by means of life-long learning. And we either do or do not believe that it is possible to plan effectively with any bias other than a future bias.

It is in an examination of these values that the central impact of the report becomes clear. I for one hope that it will have the kind of impact on education that it deserves, not only in Alberta but throughout Canada.

ROBERT WARREN comments:

I will review several points made by Dr. Worth in an evaluative rather than a descriptive

What do the schools do to move toward a new society based upon humanistic valves?

It would be surprising if Dr. Worth's attempt to do this were totally successful. After all, the greatest educators from Plato to Whitehead and Dewey have tried to produce consistent philosophies of education using a procedure comparable to that of Worth. None of them succeeded. Worth's attempt succeeds to a remarkable degree, especially when it is recognized that his is not an academic exercise; rather, his intentions are to deal with human hopes, aspirations, and expectations of a practical kind. He assesses these in the light of present conditions in Alberta – socially, economically, and technologically – and in the light also of what these conditions might reasonably be in the future.

Above all, this report is about values. We either do or do not value the autonomy of the individual. We either do or do not have faith in participatory planning, and in the competence of individuals acting in concert to govern their own futures (despite the challenge which B.F. Skinner[1] has recently thrown at us in this res-

way. First, let's consider his preference for a new society based upon humanistic values. As an administrator, my approach has always been that such a society is what we are trying to achieve – this is what we are shooting for.

The problem is not the goal; rather, it rests in the methods by which the goal is to be achieved. What do the schools, what do the teachers do in order to move toward that particular goal? I get little satisfaction on this one from any report that I have yet read, including the CEP report. It's not that I'm looking for recipes but I am looking for something rather practical.

The relationship of the individual to society enters into discussions of this subject, of course. Dr. Worth's comments on what I term the recycling arrangement between the individual and society are interesting. To summarize: society provides schools; schools with suitable programs produce more humanistic people;

[1] B.F. Skinner, *Beyond Freedom and Dignity* (New York: Alfred A. Knopf, 1971).

more humanistic people raise the overall humanistic level of society; and so on. Now that's performance!

I wonder a little about this. I wonder if we are not leaning too heavily on the individual. I wonder also if in this discussion of the person-centered society we are not placing too much of the load on the schools. A specific case in point is compensatory education. The school simply cannot be expected to compensate for the deficiencies of other social or economic institutions.

Dr. Worth proposes also that in order to bring about the new social order our youngsters in school have to learn the process of valuing. I picked up a little book yesterday which some people contend is authoritative in these matters – the book by Metcalf[2]. I confess to reading it quickly, but my judgment is that it is sterile.

Moving quickly to another point, how do we bring a humanizing approach to the learning transaction? Dr. Worth identifies three modes of learning – the institutional, membership, and autonomous modes. I fail to see a relationship between humanization and these modes of learning. I submit to you that if a student learns in the autonomous mode – as contrasted to the institutional mode, say, which has been traditionally predominant in public school education – the result can just as easily be a bank robber, or a kidnapper, or a rapist, or ... you name it. In other words, just because a student is learning in the autonomous mode, we cannot reasonably expect that he will necessarily turn out to be a humane, compassionate, understanding person.

Let's consider next this business of the participation of parents. I believe in such participation and I've tried to encourage it. I even have a life membership in the Home and School Association. But participation of parents does not work, and the reason it doesn't work is because parents are just not interested.

We have to get to the heart of the matter: What really has to happen for the findings of the Commission on Educational Planning to gain acceptability? You could scrap the Department of Education; you could scrap school boards; you could scrap a great many other things. What is essential is that teachers develop understanding, appreciation, and enthusiasm for the Commission report; and that they come together to reassess, in the light of its findings and recommendations, the objectives of their particular school.

Until this happens we will continue to be afflicted by (or, at least accused of) chaos, conflict, and lack of objectives at all levels in education. My final point is simply this: Whatever comes to pass will come to pass through the actions of teachers.

GORDON McINTOSH comments:

Two thoughts predominate among my many reactions to *A Choice of Futures* and Dr. Worth's remarks. The first of these: How difficult it is for us to grasp new concepts, even when we think we are open to them, even when we try to understand what is being recommended. The second (and this feeling encourages me because it puts the first in perspective): How far we have come here in western Canada in the past half century, not only in education but in all those aspects of living and orientations to existence which might be labelled our life-style.

I'll pursue this latter reaction a few steps further. My attention was caught by Dr. Worth's assertion that "the struggle to make life worthwhile" has come to be a major concern for each of us individually and for our civilization. After only a moment's reflection, I could say, "He's right. He's really right." Thoughts tripped over each other as I continued my reflection. "That's why each of has to make the choice of a person-centered life-style. Civilizations don't rise and fall only on the strength of the productive capacities of their economies.

[2]Lawrence E. Metcalf (ed.), *Values Education*. 41st Yearbook of the National Council for the Social Studies (Washington, D.C. The Council, 1971)

Civilizations go into decline when people cease to find meaning and purpose in their individual existences."

How far we've come. Remember *The Drylanders*, the film that describes a different kind of struggle which was the lot of people in western Canada during the first three decades of this century. It wasn't a struggle to make life worthwhile. It was a struggle to survive. However heart-breaking and physically wracking their struggle was, they were spared our struggle – the search for the meaning and purpose in activity which makes life worthwhile.

I sense an energy in *A Choice of Futures*, a strong thrust, a bold direction.

How far we've come. We're still an optimistic people; certainly *A Choice of Futures* is an optimistic document. I sense an energy in this report, a strong thrust, a bold direction. We need all of these in measure much greater than the Commission report alone can provide, but if our energies cannot provide the needed remainder we cannot fault the Commissioner.

Energy, thrust, direction. How badly we need these because it is all too apparent that we are drifting now in public education. We are sliding down the far side of the wave of public enthusiasm and support which carried us through the '60s. *A Choice of Futures* is intended by its author, and the Commission which backed him up, to push us up the next breaker.

This brings me to my other initial reaction: How difficult it is for us to grasp new concepts. Yet grasp them we must.

Would the following represent an improbable reaction by a schoolman (let alone a layperson) to the Commission report? "... I get confused. A teacher is no longer a teacher. That is, we used to know what a teacher was. A teacher held a teaching certificate and did certain things in a classroom, in a school, and a school was where education took place. But no, that's no longer where education will necessarily take place in the next quarter century. Education will take place in the community-at-large and not only will teachers be people holding teaching certificates; but also they will be drawn from the talented ranks of the community-at-large as well. Education will deal with all facets of living, not simply the things we have defined as learning through Departmental Curriculum Guides...."

Yes, it is difficult to grasp new concepts, but grasp them we must. A reading of *A Choice of Futures* convinces me that, in a sense, we professional educators have been asked to be midwives for a revolution.

I have three specific questions which I would like tc address to Dr. Worth. The first question has to do with the distinction which he draws between uniformity and unity. My view is that if there has been one sin that we as public educators have been guilty of throughout the history of our profession, it has been the drive or compulsion toward uniformity. This drive has been particularly strong in this country because of the highly centralized nature of education through provincial Departments of Education.

However, there are more subtle forces at work. I think that as public educators have a deep- seated hostility, a suspicion which rarely has cause to surface, toward diverse and different kinds of schooling. As a test for this attitudinal bias, try asking yourself the question, as I have asked myself, "What is my attitude toward private schools?" I must report that I feel an antipathy toward private schools. I find myself wondering why parents would choose to send their children to such schools. "Aren't the public schools good enough?" I find myself asking.

In part, I attribute this view that I sense in myself (and which I think is shared by many public educators) to a press toward uniformity seemingly intrinsic to public educational systems. If we are to achieve unity without uniformity, we have to overcome this fundamental attitudinal bias, so that diverse and

different forms or styles of schooling, within public educational systems, have a fair chance to develop and take on the necessary role that Dr. Worth sees for them in the decades ahead. I found in Dr. Worth's report no recognition of this deep-seated bias toward uniformity and no specific measures by which it might be overcome. I wonder if Dr. Worth would be willing to comment on this.

My second question has to do with what Dr. Worth refers to as Life Experience Education. It seems to me that there is a very great difference between that form of life experience education which would merely expose students as observers to life in the community, and that form of life experience education which would make it possible for students to learn through active participation in the life of the community.

What we need much more of is what Paul Goodman calls "incidental educ tion." That is, a form of education in which a person learns about the community of which he is a part through participation in some meaningful way in the life of the community. Let me be more specific in my criticism. I do not see major educational value in such activities as walking our students through a hospital in order that they might observe the rare and esoteric things that may be going on. This may have some role to play at some stage in a student's education, but such activity is closer to amusement or diversion than it is to education.

Life experience education is the result of meaningful involvement in community activities. This means direct participation in the solution of real-life problems, and direct exposure to the concerns of the diverse agencies and institutions of our community. The Opportunities for Youth program sponsored by the Federal Government seems to be an excellent vehicle for the life experience programming which I feel is important. My prediction is that in the years ahead such programming will become a much more integral part of the activities of our public schools.

I would like to note Dr. Worth's lukewarm reaction to the OFY program and ask this question: What more satisfactory alternative means might he have in mind to stimulate student-initiated involvement in real work which is significant both to the individual and to the community?

My third point has to do with the most important theoretical contribution of Dr. Worth's report. Here I refer to the three modes of instruction: institutional, membership, and autonomous. To clearly distinguish among these modes of learning is a useful contribution to educational theory. In their practical application, a key issue remains to be resolved having to do with the dependency relationship between the student and the educational institution in which he learns. It is clear that in the earliest years of childhood the student is in a relationship of almost complete dependency to the school and, in particular, his teacher. This means that the teacher makes the decisions as to when a given student will participate in a learning activity and the mode of that participation. Said another way, the teacher will decide when and under what circumstances a given student will learn in the autonomous mode, say, or one of the other two modes which Dr. Worth has identified.

As the child matures, the relationship of dependency must change. At some point, the authority to make learning mode decisions must be transferred from the teacher to the student. In other words, the point must come in a student's educational career when *he* decides when and under what circumstances a given learning mode will be used. When does this time come? What assistance do we offer the learner to prepare him for the time when decision-making authority becomes his and his alone? These are theoretical and practical questions of great significance, and ones which Dr. Worth has not considered.

WALTER WORTH replies:

Many people are turned off by the discussion of ideas, principles, goals, and functions – that is, by abstractions. Perhaps that has been the root of our problem in education. We are so busy trying to get somewhere that we forget to ask ourselves where it is that we are going. It has been my hope that we can encourage more interest in these kinds of questions, the answers to which can have enduring consequences.

Some concern was expressed about participation. Harold Baker said, "We either do or do not believe in participation." Bob Warren claimed that people do not want to participate in school affairs. I suspect that at the present time, in many communities, he is right. I'm prepared to stand here and say that the blame for that is right at our feet. It is on our plate for this reason – the token participation that we have provided in the past naturally turns people off on education and participation. Sure, we have token involvement: meet-the-teacher nights, parent-teacher conferences; but anytime parents want to talk to you about the guts of what goes on in the school, you say: "Oh, no. That's a matter for professional study and decision."

The token participation that we have provided in the past naturally turns people off on education and participation.

Another common theme in the remarks of the respondents was the contention that *A Choice of Futures* does not tell us very much about next steps – the "Where do we go from here?" question, "How do we implement such concepts as life experience education and valuing?"

I will sound like a salesman in responding to this concern. I think that if you read the report of the Commission carefully, you will find practical suggestions outlined. Let me illustrate. The question of unity vs. uniformity was raised, also, the question of how to get people involved. I will draw your attention to two or three specific suggestions which are means of coping with the problems raised in these questions.

One of these is the concept of differentiated schools, that is, enabling various communities to develop schools which are in accord with the objectives that that particular community wants to pursue. It might turn out to be, then, that within a given community in a city there will be a school in which all subjects are taught in French. It may be possible, as well, that in a given school the major emphasis in instruction would be on the autonomous mode. Every high school, elementary school, or junior high school need not be the same.

Associated with the concept of differentiated schooling is the opportunity for free choice of attendance. We do away with attendance boundaries and bring into existence different schools with different philosophies, seeking different goals in different ways. Now one has to offset the concept of differentiated schooling with another concept – that at some stage each student should go to a school in which there is an opportunity to rub shoulders with people from all walks of life, people with different aspirations and different values.

I'll turn now to another suggestion – the development of school councils which have real power. I know that there are school councils with advisory powers already in existence throughout the province. I know that school trustees, in general, have reacted to the notion of school councils in lukewarm fashion and have insisted that they be advisory only. For school councils to be advisory only would be to kill them. The history of this province offers ample support for my contention. School councils have to be given something to do, and they must be given clout. If we don't do that, forget it!

Another method we advocate for bringing about diversity is through variable sponsorship. We do not suggest that the school be the only

agency that should be funded by the government to provide educational services. In a given community, there might be several organizations competing for clients.

There is one other point that I think is very crucial which I have tried to address. One of the reactors, however, has spoken to it very eloquently in the past. The point has to do with what happens if you emphasize the autonomy of individuals – what impact this might have on our society. With your permission, Mr. Moderator, I would like to invite Harold Baker to address this question.

has been the school.

What is the alternative? We could go the route advocated by Skinner. Instead of people making their own judgments, both moral and otherwise, in terms of a full range of options, we could appoint someone to make our judgments for us. Here is an example: I had to go to Ontario to see *A Clockwork Orange* because somebody in Alberta decided that I ought not to have a full range of options in motion pictures. It's interesting and ironic that the moral of this film is that without freedom to choose, and without an understanding of the range of

Without freedom to choose, there can be really no such thing as a moral individual.

HAROLD BAKER comments:

I'll take as a starting point Bob Warren's contention about the autonomous mode and what this means in relation to the morality of people. He argued that autonomy can lead to any one of a number of outcomes which we may, depending on our viewpoints, judge as good or bad.

The same question, I recall, was raised in connection with Dewey's criterion of growth. It was pointed out then, as Dr. Warren points out now, quite correctly, that growth can be in directions which are socially approved or socially disapproved. An additional qualification must be introduced, and this Dewey did.

Dewey said something like this: When I use the term *growth* I mean growth that is individually and socially enlarging, not growth that is individually and socially depleting. If you apply this criterion, you recognize that rape is not socially enlarging; it is socially depleting.

I think we ought not fear that application of the autonomous mode will result in the weakening of social norms supported by virtually all of us. Society, as we well know, has powerful means of enforcing its conventions on us. One of the most powerful means in the past

options available to human beings, there can be really no such thing as a moral individual.
(Ed. note: The situation has now, fortunately, been changed. *A Clockwork Orange* was passed by the Alberta Censor Board this summer.)

PART TWO

The Political and Economic Context

JOHN SAYWELL

DONALD A. SEASTONE

GORDON L. MOWAT

Alternative Futures for Canada

JOHN SAYWELL

An eminent Canadian historian, Dr. Saywell has made numerous contributions in books, journals, magazines and newspapers on Canadian political concerns. A few are *The Canadian Historical Review, The American Historical Review, The Canadian Annual Review, International Journal, The South Atlantic Quarterly, Canadian Forum, The Globe and Mail, Saturday Night, Financial Times* and *The Canadian Magazine-Star Weekly*.

In the field of education, Dr. Saywell has been a research historian (British Columbia) and has served with the University or Toronto, York University, McGill University and McMaster University. In 1958, he was Visiting Professor at the University of California at Berkeley.

He has held the post of Chief Examiner in History for Ontario and has acted as a consultant for a number of organizations and institutions. In the latter capacity, he has served with, among others, the Toronto Board of Education the Department of Trade and Commerce (Ottawa), the National Film Board and the Canadian Broadcasting Corporation.

At present, Dr. Saywell is Dean of the Faculty of Arts of York University.

He has his B.A., M.A. (British Columbia) and Ph.D. (Harvard, 1956).

Has Canada a future at all, much less alternative ones? Are we ready to open our eyes to the basic duality of the nation? Are new ventures in education essentially mindless pursuits of present deficiencies? These and other major questions were posed by Saywell in this provocative opening to the conference. But Saywell did more than raise questions. He made explicit what he saw as vital to the continued existence of the country and presented a position in respect to both the inadequacies of, and the possibilities for, education in relation to the future of that existence.

In engaging the conference in the quintessential question of alternative futures, Saywell's approach was open, informal and unrehearsed. To preserve the spontaneity of the address, the editors have left the transcript of the material essentially as delivered.

On Attacking the Problem

In the camp of the enemy. When I first was asked to come to Banff to speak at this conference, I had just returned from a week of skiing at Lake Louise. Having been born in the west, I knew there would be a chance of snow and skiing in October and so agreed to come. Three months later, still mesmerized by snow, I asked to whom I was to speak and about what. It was then I found that I was to speak to my enemies. Having spent a lifetime decrying administration and administrators, here I was to spend 24 hours among hundreds of them. And I had a problem: exactly what was I to do about "bridging the chasms" or, more specifically, to keynote a conference with a speech on alternatives for Canadian society?

Often the local daily newspapers provide some kind of clue or stimulus to the imagination. I discovered an article about reading which decried the fact that children could no longer read; I guess the author was blaming you. Then I read further and found a totally new spelling of "their" which shows that the Albertan reporters, with apologies to the press, are inventing a new language. I suppose that's your fault too. At least one has to blame these occurrences on somebody. I then looked at the program and I thought, "Ah ha, there's going to be the key. I'll see what everybody else is going to talk about and I can build my address around that." Nothing seemed to do very much for me until I came to a talk titled "Adhocracy", and I thought, "That's it. Adhocracy needn't be a bad thing, ergo *ad hoc* speeches needn't be a bad thing!" So really these few clues forced me back on that scarcest of all resources – my own talent. And that's about where I am now.

Let me first give a few reasons why I feel I'm in the camp of the enemy at an administrators' conference, even though I've been one for 10 years as a senior academic responsible for building York University. In part it's because we all talk about creativity and yet we all move as far away as possible from being creative. When I became an administrator, I was determined that I wouldn't stop teaching, so I've carried a teaching load of two or three courses every year since then. And I find that I'm almost alone among Deans and Vice-Presidents, and I suspect among school administrators, too. My great fear was that I would *become* an administrator, and forget *why* I was an *administrator*. Somehow the foundations of what we're all about seem to get lost in the daily work of administration, in the preparation for conferences like this, and in the establishment of new criteria, new forms, new structures, new sets of goals, and objectives. We are constantly evaluating the past. Even here, you will not leave Banff before you will have had to evaluate not only the conference but also this hotel! So it seems to me we lose sight of what we should be doing and forget that good administration is like the pure Marxist state – it should disappear. I was "administering" until four o'clock this morning – cutting three or four million dollars out of the univer-

Good administration is like the pure Marxist state – it should disappear.

sity budget, and I would hate to think that that sort of "administration" was in any way related to the future of Canadian society!

The only thing I can do with a subject so broad (and I'm not sure that it will be a background) is to say a few words about a number of the problems that our society faces. I'll attempt to take a look at the cost and some of the benefits that might come from a variety of proposed solutions. I'll stay as far away from education as I possibly can, but I hope that some of my remarks will be applicable to your concerns. After all, education is very much a functioning part of our social, political, and economic process. And it is through this process that most of our Canadian problems, in one way or another, directly or indirectly, explicitly or implicitly, affect you.

A Major Canadian Controversy

The one that is probably closest to your work is the controversy in Canada and society at large between the forces of decentralization and centralization. This conflict seems to be at every level of political, economic and social organization – certainly in municipal, provincial and federal politics, and the federal system itself; undoubtedly in families; and apparently in most local organizations. I don't think 10 years ago, for example, your president would have cared about your evaluation, but now you're made to feel part of the participatory process (what might be called the "participation explosion"). To me, this controversy poses very real problems in a country such as Canada. I think that in a highly unified society with a coherent identity, a long history, and with a set of more or less common goals and common assumptions about that society, the decentralization of power and decision-making to the smallest local level can work. But in a country as varied, as diverse, as culturally, ethnically, religiously and regionally divided as ours, we face real problems in following the impetus toward decentralization of decision-making. I realize this is a paradox, for the reverse would seem to be true; yet (and I speak now as a historian), this country has had much of its history made safe, and much of its permanence enhanced, by centralized decision-making. It's a country that has to operate with state subsidies. It's a country that has to somehow devise, compromise or create national policies to accomplish what professional political scientists now call the development and transmission upward of local elites.

Somehow in the center there has to be that capacity to reconcile conflicting and diverse interests. Yet the more power is decentralized, the less chance there is of reaching that kind of consensus which ultimately makes for some national coherence. The alternatives, of course, are to face up to the lack of national coherence and to create a loosely unified state within a provincial sector or a regional sector such as western Canada. In the same order of things, your municipalities could be loosely organized for provincial purposes, with confrontation taking place within the municipality between the individual and that level of the state which he sees as a threat to his freedom.

There is a very strong push in Canada for that sort of localization of power now. Indeed, one is often sympathetic to that thrust when one can see ratepayers about to be overwhelmed by big builders or developers. My sympathies are all there against the urban planners who don't seem to have a sense of values or ethics, against the developers who capture or corrupt power in local centers, and against municipal governments that won't respond to the local electorate. But it follows that one soon finds that there is no central power, no capacity to make coherent decisions for the country or the sector of the province as a whole. So it seems to me we are caught between a romanticism which is on the side of localization of power, and a nationalism calling for efficiency of planning for national exis-

tence. Most of us, I think, are in sympathy with the romantic view of society, yet most of us know that this country demands all the rationality it can find.

Now rationality and romanticism, it seems to me, are also problems that you are dealing with every day. You're dealing with a provincial educational administration that is attempting to find a way of combining or of satisfying the desires of local school boards, which in turn must heed the desires of the local school principals, who reflect the desires of the teachers within whose classrooms space must be made for the desires of the individual student. Somewhere that balance has to be found between total atomization and a kind of totalitarianism of domestic problems. I don't think this balance is something one learns in faculties of education or in departments of administrative theory. I think it's one case, perhaps, where experience is probably the only guide.

Pawn to a new imperialism? Looking at the future of this country, a problem directly related to centralization and to localization of decision-making is the whole question of the axis of Canada on the continent and in the world. There is no doubt that we face in Canada a totally different kind of domination. We face the problem of maintaining some form of identity, some form of sovereignty, against what I think is unfairly called in our case "imperialism", but is in fact a spearhead of the new post-industrial state – the Galbraithian state. It's happening all over the world, but it's happening here first. And we seem to be glad to see it. In fact, not many in Canada can resist American imperialism. But what is really the major question is whether our nation state can resist the new technology and all its apparatus. It is a question as to whether in fact the 20th century entrepreneurial capacity of the managers of financial and labor resources, in combination with science research and new technologies, will not overwhelm the nation state itself as a sovereign entity. Will we see the state existing simply as a shell which contains people but loses control of the dynamics of their society? The nation-state has dominated the political history of the west, and indeed the rest of the world, since the fall of the Roman Empire. Is our nation-state now to disintegrate? That seems to me to be a basic question when we look at alternative futures for Canada – a question which in the long run is more critical than the current obsession with the so-called American imperialism allegedly spearheaded by the multi-national corporations.

Education and the Canadian Fact

This major question seems to draw us toward things which have to do with the establishment of certain kinds of humanistic values as the base of our society, so that if in fact the dynamics change, or if they become so strong that they're uncontrollable, this society can fall back on certain humanistic roots and certain humanistic foundations to protect the individual in his inner person against quantitative entrepreneurship gone wild. Here education has a role, not only in attempting to instill some sense of human value, some sense of individual identity, some sense of worth, some sense of social purpose in students, but also in helping them to distinguish between the good and the bad, the right and the wrong, the worthwhile and the worthless.

Educators must help students see through the rhetoric of politicians to glimpse what might be. In other words, we want our educational processes to instill that kind of analytical capacity that will enable students to distinguish real things from those which in the long run are at least relatively unreal or are secondary.

This task of education is related, of course, to the issues of centralization and decentralization. It relates to the debate between nationalism versus continentalism. It relates to the differences between the long-haired academic from the University of Toronto and the rough, western oil worker. They see totally different faces of Canada and totally different kinds of problems. And when this illustration is generalized, we must recognize there are many real

differences between the west, the center, and the east: differences of view, differences of needs, differences of power; and within these regions there are even differences among the constituent parts.

This problem is not going to go away. In part, it's a function of the geography of this country; and if there is anything that is immutable about Canada, it is her geography. The differences will persist; they've been with us since the beginning of our history and will be with us until its end. It's something we will have to learn to appreciate, something we have to learn to deal with. This is where consensus comes in – that set of compromises that keep us together when rhetoric won't work. Rationality, common sense, and quiet intelligence are the only things that will.

I think we must meet two sets of objectives in respect to our students. One is a personal or local set, while the other has to do with the larger whole – the country.

written or talked about very much, for the unspoken reason that the episode might come back. Well, just at the time my father was explaining to me why those elders of the educational establishment in British Columbia chose to leave such things out of the curriculum, the problem did come back. One of my earliest recollections of Quebec was getting some war savings stamps for running as a messenger boy during the conscription plebiscite of 1942. There it was; it wouldn't go away, despite, I might add, a full generation of educating kids to forget that Quebec ever existed.

The last 10 years seem to have been pretty good: We've been able to write freely about Quebec's history and its politics, but there is evidence to suggest that we're not going to be able to do that anymore. The province of Ontario is supposedly excising prejudice from textbooks, but prejudice is often the truth, the truth that somebody doesn't want talked about.

Like the Rocky Mountains, Quebec is here to stay and no amount of wishing is going to get rid of it.

The French fact. The question that gets most of the headlines, that causes many of the problems (or seems to) is the basic biculturalism of the country. We should know by now – and I know it's often hard to appreciate this in the west – that like the Rocky Mountains, Quebec is here to stay and no amount of wishing is going to get rid of it. No amount of forgetting that Quebec is different from English Canada, and within English Canada parts are different one from the other, is going to resolve the problem. No commission designed to take prejudice out of textbooks is going to get rid of that prejudice. I've never seen a problem concerning two realities solved by not talking about it. When I grew up and was educated in western Canada, one couldn't and one didn't talk about Quebec because the whole affair was a sorry episode in our history. It wasn't really

Are we to deny that the French and English were ever at each others' throats because we wish to avoid engendering "prejudice" in somebody who may be understandably enraged at the explanation for that state of affairs? There is a movement in this country to stand our history on its head and make a farce out of understanding its precedents. It's something like the repeated revisions of the history of the Soviet Union with every change of administration. I would find it very difficult to write the history of the native peoples of this country without, at some time, talking about things like the French-Indian wars. If you tried to omit those wars, you would leave about 150 years of history unwritten and you'd have a situation as exists in the United States: the book will be written but the key chapter that might be offensive is left out. Then you consult with the

directors of curriculum and write the chapter, or chapters, to the specifications they set.

"You want good Indians or bad Indians?" "We'll give you what you want." "You want good friends or bad friends?" "Fine, that'll be Chapter 13." Now that situation happens in the United States; a history book intended for use in Virginia will have blank chapters for a section concerning the Civil War until the book is adopted by the state and then a state-approved edition of those chapters will be written, God knows, by corrupt university professors and corrupt high school teachers in concert. But that's the way the book is adopted. So the Civil War is written the way the Virginians want to see it and then we wonder why problems of segregation and desegregation, and so on, exist in the United States. But that sort of thing isn't confined to Virginia. It seems to happen here and it seems to be happening in the province in which I attempt to make a living through education and writing books – it is called the removal of prejudice.

For example, I was told by Larry Solway on television, that I was prejudiced when I pointed out that the immigration of large numbers of West Indians to Canada after the Second World War created social problems that this country had not solved. In larger centers there were ghettos of West Indians who were discriminated against by an educational system they couldn't cope with and by occupational standards they couldn't yet meet. To my mind this pointed to a real social problem that needed solving, and certainly one that no West Indian I know would disagree with. But this was prejudice and would have to come out of the book. We don't have any ghettos in Canada; we don't have any ethnic problems in Canada; no problem with Quebec; the Indian peoples are fine, look at them – they're running buffalo on the plains of Calgary. Who ever heard of an Indian problem? Nobody!

Bureaucratic censorship, inimical to scholarship and open to political and self-interested influence, is a threat to any educational body positing the view that comprehension of a disease is the first step toward its cure.

But to get away from education and back to the problem – Quebec will not go away and English Canada has to learn to deal with it. I think Quebec will stay in Canada, but it has to be allowed to live a different kind of life at considerable personal, regional and collective expense to the rest of the country. We pay for this country through a 25 to 30 percent lower standard of living than if we didn't have a tariff-protected border. Now granted, without the tariff-protected border, there would be only seven million here. What we are paying for is really the whole country and not simply for constituent parts. Through Ottawa we must pay for a decentralization of most things that relate to the individual and to his culture.

There is a network of these and other kinds of concessions to the survival of the country, not Quebec. We also have to come to grips with the government's new policy that we are not really bicultural, we are multicultural, a policy really developed to please English Canadians, as well as other ethnic minorities, who don't like to think that the French are equal. There are the English and then there are all the others. The new policy has done nothing, as far as I can see, to please very many people. From its very beginning it has served only to antagonize the province of Quebec. There is a difference – and I know it is not fashionable or popular to say it in the west – between the Quebecois and other elements of the pluralistic society, because their ambitions are different, their aspirations are different, their history is different. They didn't come to Canada to become part of a new society; it was as a society, a nation, that Quebec became part of Canada.

To mouth the rhetoric of the new multicultural policy in the face of the problems inherent in the coexistence of two nations within a nation is really to avoid the issue. To do it in our classrooms, it seems to me, is simply to encourage another generation to grow up avoiding the real issues of coexistence, issues which are essential to maintaining and retaining some kind of common political and cultural

framework we call Canada.

Education and Its Institutions

Deliverance or plague? Rather than providing a resolution to our problems, at times education has been a root cause. My education was a failure to the extent that it taught me to understand anything about this country, and a near-disaster, including my undergraduate education, to the extent that it taught me to use my head. It taught me to read, it taught me to write, and perhaps those are the two basic skills without which one can't really do very much. But the question at all levels, and this is a national problem, is education for what, by whom, and how. At the university level, it seems to me, the current criticism is fully justified. The current disgust of the taxpayers with the university in society is irrational, but understandable; and the current malaise of the students makes sense because the university is trying to do things that it oughtn't to be trying to do. Somehow since the Second World War it took on a new role that it is not fit really to undertake. The university, if nothing else, is intellectually elitist. If it loses that ethic, it becomes nothing but a kind of upper-level feeder-school to society – designed to train, not to educate; designed to manipulate, not to associate; designed to pretend that a curriculum is an education, that a professor's work can be measured in workloads, committees, and university service, rather than the real work of developing new knowledge and communicating as best he can that knowledge to those who want to learn. If this sense is lost, then the university is simply an extension of the high school socialization role. It becomes a place for high school people who want to take the extra effort to go on for three or four years and get the magic B.A., B.Ed., or whatever. This is the image we've bought in the last few years, and now we are paying the cost. But present stringencies may force us back to thinking of the university as a place different from that which most of us in this room knew when we attended or now help to create.

The new institutions. The movement toward the creation of new kinds of educational institutions is probably a step in the right direction, providing they have a clearer idea than [illegible] about education for what, by whom, and how. But what strikes me in Ontario, where there has been an instant creation of a network of community colleges, is that not a single person in that network can answer those questions. *You can't create instant institutions.* Oh, you can hire faculty, build 32 new buildings, and develop a curriculum, but this doesn't answer the basic questions. Education isn't like a suit factory, or a supermarket, or a suburban shopping plaza. It simply can't be done that way. You can put up the building, but you can't create *the institution*. Yet there are hundreds of millions of dollars that have been poured into new kinds of post-secondary schools in the last seven or eight years without, as far as I know, any real coherent sense, any real social or intellectual understanding, of the roles that these schools are to play.

The university, if nothing else, is intellectually elitist.

I was told this morning, for example, that most of the staff of a particular junior college have Ph.D.s. We are back in the same groove again: they have Ph.D.s, but this doesn't tell us that they are qualified to do what that college is supposed to do. By and large, all a Ph.D. wants to do is to teach like a Ph.D. has been taught to teach by other Ph.D.s. So for the staff – and for many students – the community college becomes the place where you go if you can't get into university. It is certainly becoming that in Ontario. The big courses are those in arts and science, taught by university graduate school people, who are hoping that the day will

come when they can get to the center of the real action. That's not a new educational system. It's a fraud, and I'm afraid it's not even a consciously undertaken fraud. Unable to rethink our educational system – for what? by whom? and how? – we let our politicians and educational administrators call in the Department of Public Works and overnight a new educational institution arises.

And now to the students. Haven't most of us "run scared" from student power? Haven't we pushed this individual enterprise, this individual interest, this everybody-his-own-Socrates, beyond the level that most of our high school students and most of our teachers can handle? If their sense of learning is doing precisely what they want to do when they want to do it and avoiding the things that they don't want to do, then it seems to me that education is being set back. Most students, as we know, have to be forced to think. Thinking is the hardest task in the world. I hate to do it and do it as little as possible. But I believe that schools have taken a 10 year rest from thinking. There is no doubt that we are now getting students who think that reading a book is a joke, who believe that you can't be serious when you suggest that they read an *entire* book. They may be able to handle pages 19 to 23 that you have duplicated for them, but where do you *find* a book? What do you do with it when you find it if you don't know what pages to read? How do you approach it? When you reach the end, how do you know that you have really read it? The book has become something that is vanishing from our educational experience.

now asking, "What about structure? What about those old fashioned things called exams?" I tell them that the faculty doesn't want to mark them, for they're out of the habit and never want exams again. "Well," say the students, "they are paid to mark exams and to give us grades and write evaluations. What are they here for? Just to teach?"

These students want courses, they want evaluation. They are moving away from the soft stuff into the hard stuff. They are not very well equipped to do it and some of us, I'm afraid, aren't very well equipped to lead them. It seems to me that this is a basic problem requiring real thought, and I am not sure it's at conferences like this that we give real thought to the basics for we get caught up with other concerns. It seems that every day we are not able to teach effectively because we are worried about budgets, about space, about capital, about provincial financing. Maybe some of us have to do it. The trouble is that nobody else really is in a position of power. We administrators somehow get the power. Then we use it to consider all the wrong things.

Just for once, let's assume that for two years we are not going to get any more money. Let's force financial stringency to develop our creativity. Let's ask what's really important. Let's even maybe rediscover some of those things that don't cost very much money at all, things such as reading and writing and real heavy talk with kids who really want to grab onto something.

Toward 2000. What we are doing, and this is the last observation I want to make, is in part

Haven't we run scared as administrators? We have let students (and perhaps the faculty) bully us a bit ... .

Haven't we run scared as administrators, too? We have let students (and perhaps the faculty) bully us a bit, at least the vociferous ones. And often it is a type of bullying that the faculty only too gladly yielded to. Many students are

contributing to what I think by 2000 A.D. will be called the unemployed society. Again, the drop-outs, the high unemployment rates, the unwillingness of people to work, are not momentary products of a recession in the econ-

omy, or spin-off from an over-reaction to inflation. These are things, it seems to me, which are built into a counter set of values; embedded, if you will, in the counter culture of society. This is not just happening at the kids' level; it is happening to a lot of us at this kind of menopausal 40. It happens when we ask, "Why in the hell am I working so hard? Where did I get the success ethic? Why can't I relax a little more? Where am I going? What's it all for?"

There are a lot of people of my generation who are answering those questions by saying, "I don't have a reason. I am going to get out. I am packing it in. I have 20 years of unemployment insurance, welfare will pick me up, then there's the old age pension. I can manage. The kids are through school. I'm just packing it in." Work never made any sense to them; there was no sense of satisfaction, fulfillment, achievement; and if many of us sit back and think, it probably doesn't make sense to us either. I know so many teachers who can't wait to escape the classroom, who don't read books, who seek a refuge in counselling or the bureaucracy.

Collectively we can say about those off the treadmill, "Let them starve." But individually we can't let anybody starve and people know it. So increasingly, a smaller proportion of people will be working and a larger proportion of people won't be working.

Maybe we can resolve that, maybe we can't. We could solve the unemployment problem as was done in the Soviet Union, where the Red Army fixed the roads, ditches, and so on. It's the work force of that society. But could we create a Red Army? We could say, "No welfare without work unless you are physiologically or psychologically incapable of working". There are a number of remedies to the problem of billions of dollars a year being spent in straight handouts. We could develop programs that rationalize the principle of letting those people who don't want to cope with the values and ethics that dominate the society do what they want to do and yet do something to benefit society.

Things such as "Opportunities For Youth" or "Local Improvement Programs" may be a step in that direction. So what if this means putting on plays in parks for kids? That's fine! It's better than doing nothing at all. (The project to develop a poison-free mushroom in the Kootenays struck me as a little bit venturesome for a group of 18-year-olds. I don't know what the casualty rate will be, but presumably they know what they're about.)

We used to say that part of our job was to educate for leisure. Well, it is probably even more than a small part now. I don't think this is a passing phenomenon. I think we are going to polarize society a little bit, that there will be more in the leisure camp than now and there will be more of us among those kids who now are dropping out. Society will be polarized – less on a generational basis than on the poles of attitude and beliefs toward post-industrial society and what it represents. Can we as educators anticipate and lessen that polarization? Or do we watch as innocent, if anxious, bystandards? This will be another one of our major problems of the future. It is another one of those things that I believe most of us will have to think very carefully about. Deploring an issue or problem has never resolved any question.

Changing Bases for Educational Finance

DONALD A. SEASTONE

Dr. Seastone is presently Professor of Economics at the University of Calgary, with special interest in the areas of public finance, regional analysis and resource economics. His background includes two years as a Resources Policy Analyst with the United States Public Land Law Review Commission, as well as teaching positions in a number of American universities and colleges (such as Colorado State University and the University of Denver).

Dr. Seastone, who received an M.A. at the University of Denver and a Ph.D. at the University of Oregon, has published extensively in a number of economic journals. Of particular relevance to Alberta is his recent book, *Economic and Demographic Futures in Education: Alberta, 1970-2005,* prepared for the Commission on Educational Planning.

The property tax is given short shrift as an equitable base for financing education. What replacement possibilities are there? What implications do new bases have for municipal, provincial, and federal levels of government?

Just as Saywell's paper gives an interpretation of the centralization-decentralization dilemma in Canada, focusing on historical and political considerations, Seastone's discussion of alternative forms of public financing provides economic insights into the same problem.

After a tax base has been found for financing public services, what accounting procedures will encourage optimality in expenditures? Seastone has some pointed remarks to offer about current educational experimentation with planning-programming-budgeting schemes.

An Important Assumption

In considering alternative directions for tax policy in relation to financing all levels of education in Canada during the remaining years of this century, I have assumed that the percentage of personal income in Canada and the provinces needed for this activity will either increase or remain stable. That is, the prospect of any significant reduction in educational fiscal need is virtually nil. This is not to deny the obvious fluctuations in specific enrollment levels which will occur, but even temporary declines in total enrollment at all levels of education will be offset by upward pressures on per student costs.

The significance of this assumption is obvious; we are not looking at potential revenue sources to simply replace existing sources. We must also consider incremental, in addition to replacement, revenue needs.

The Deteriorating Position of the Property Tax

Within this context, we can contemplate the future of property taxation. On several scores, the property tax turns out to be in an acutely vulnerable position. In the first instance, if the revenue needs of education are an increasing function of quality and urbanization variables, then the property tax fails because of its regressiveness. I will substantiate the degree of property tax regressiveness in just a moment. For the time being, it is sufficient to suggest that a regressive tax fails consistently to solve the problems of an urbanizing society because as the demand for public services in urban areas increases – partly as a function of the need to attain and preserve a higher quality of life – a regressive tax fails to provide the base for even a constant level of public services. That is, if the tax base is regressive, it will not respond to the increasing demands on the public sector, even as the total and per capita incomes of urban areas increase. Clearly, a regressive tax is one which fails to keep pace with increasing incomes, either on a personal or aggregate basis.

You are all as aware as I am of the fiscal failure of municipalities in Canada and throughout North America, where the inability of property taxes to keep pace with public service demands has resulted in a growing dependence of localities on senior levels of government for inter-governmental fiscal grants. While this tendency is by no means undesirable, it should be recognized that it results from a provincial and national revenue base which is relatively progressive, juxtaposed to the continued regressiveness of the property tax system. Thus, it can be clearly anticipated that unless alternative local revenue bases are utilized, there will be a growing municipal dependence upon the fiscal generosity of senior governments.

The inequity of the property tax. With regard to the degree of regressiveness of property

taxes, the problem assumes larger dimensions than fiscal invalidity in the cities. More precisely, in a society which specifies equity as the overriding objective of its tax system, and in which ability-to-pay is universally accepted as the only operational principle of taxation which meets that objective in a general way, property taxation again finishes a distant loser in a rank ordering of revenue sources. That is, property taxation fails to meet equity requirements because it violates the principle of ability-to-pay.

Who says so? Virtually everyone who has studied the incidence of taxation in relation to income groups finds that the lowest income group pays a greater percentage of its income in the form of property taxation than any other single group of income recipients. Consider, for example, the study by Dr. Gillespie for the Royal Commission on Taxation.[1] Using what he called a broad income base, Gillespie estimated that in 1961 the taxpayers in the under-$2,000 income class paid about 16 percent of their incomes in the form of property taxation. This, of course, is based partially on some incidence assumptions with regard to the forward shifting of business property taxes to consumers in the form of higher prices. Taxpayers in the highest income group studied – those with incomes greater than $10,000 in 1961 – allocated somewhat less than four percent of their income to property taxation – 16 percent for the lows, about four percent for the highs.

Moreover, virtually every study done by professional economists comes to the same general conclusion. For example, my studies in the State of Colorado for 1962 found similar incidence results – a little more than 19 percent for the under-$2,000 income group compared to about four percent for the $10,000 to $15,000 group, and less than two percent for the $15,000 and above class.[2] Incidentally, an interesting finding in one of those studies was that the regressiveness of property taxation as a source of school finance carries over to regions as well as individuals. For example, low income rural areas in Colorado paid a higher percentage of total and per capita income in school taxes than did high income suburbs of Denver, despite the fact that the state picked up as much as 85 percent of the educational tab in rural areas through a foundation plan.

More recently and closer to home, Alva Colquhoun, instructor in the business department of the Southern Alberta Institute of Technology and a graduate student at the University of Calgary, found that in 1966 in the City of Calgary, the under-$2,000 income group paid about 18 percent of its income in the form of property taxes. For the $10,000 and above income group the corresponding estimate of property taxes as a percentage of income was just under five percent.[3]

Thus, while no one pretends to know with great precision the incidence of property taxes by income group, most informed opinion based on empirical studies finds the property tax to be the most regressive, and thus the most inequitable, tax in Canada and the United States. It is likely that only social insurance taxes even approach property taxes in their degree of regressiveness.

The question of legality. In addition to its fiscal impotence as a source of revenue for cities, and its incompatibility with the equity principle of ability-to-pay, it now turns out that

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[1]W.I. Gillespie, "Incidence of Taxes and Public Expenditures in the Canadian Economy," *Study No. 2 of the Royal Commission on Taxation* (Ottawa: Queen's Printer, 1964).

[2]D.A. Seastone, *The Impact of Tax Burdens and Government Expenditure Benfits Upon the Distribution of Income in Colorado,* Technical Bulletin 89 (Colorado State University, 1966); and *An Economic Analysis of State Aid to School Districts in Colorado,* Technical Bulletin 95 (Colorado State University, 1967).

[3]Alva Hood Colquhoun, *An Analysis of the Impact of Urban Revenues and Expenditures on Income Distribution*, unpublished master's thesis (University of Calgary, 1972).

the property tax is under fire from yet another direction. Questions have been raised as to its legality for financing education.

In the United States, property taxation as the basis support for public schools is under attack as denying equal opportunity principles supposedly guaranteed by constitutional law. The situation is exacerbated by troublesome racial questions in that country.[4] Of course, this challenge to the legality of the property tax may never reach into Canada, but at the same time we should not casually dismiss the creativity of the legal profession and legal process.

At any rate, for these and other reasons, the property tax is under serious attack. Its inability to adjust to the nature of the attack leads me to believe that it is too vulnerable to survive in its present form. It shows no propensity, for example, to lend itself to the kind of reform that would stifle the charge of regressiveness. I know of no serious attempt to adjust property taxation assessment practices or mill rates to reflect ability-to-pay considerations by making assessment and mill rates an increasing function of market value. In fact, it is widely believed by professional economists that the assessment practice is actually regressive – that is, higher priced properties are assessed at lower percentages of market value than less valuable properties.

Thus, for the purposes of this paper, I will operate on the assumption that Canadian cities will require additional tax revenues as they contemplate the public sector demands of the future. The inability of the property tax to adjust to the basic principles of taxation that most Canadians seem to accept probably means that it will play a declining role in the future. More precisely, property taxation will eventually be increasingly restricted to the municipal activities more closely related to property ownership, such as police and fire protection, utility services, and the like. In this context, it will proceed along a "benefits received" rather than "ability-to-pay" direction and, as a consequence, it will be infinitely easier to have the property tax satisfy the principle of equity.

Alternative Strategies for Financing Education

Federal grants. On the assumption, therefore, that we are looking at the need for property tax replacement revenues as well as possible incremental revenues for educational finance, what are the potentials for assistance from the federal government? Looking first at direct forms of federal taxation, we can at least wonder about the possibility of generalizing the direct grant system now used for post-secondary finance. Under current provisions of law, the federal government makes a direct payment to the provinces equal to 50 percent of the operating costs of post-secondary education, or $15 per capita, at the option of the province. This amount is enhanced by specific equalization payments to some provinces. The sources of these federal grants are four points of personal income taxes and one point of corporation income taxes rebated to the province. In 1969-70, this meant provincial receipts of about $600 million. Thus, just as an example, five to ten points of personal income tax rebated to the provinces for educational foundation support would mean a minimum flow of about $500 million at five personal income tax points and something over $1 billion for ten personal income tax points.

To put this amount in perspective, consider elementary and secondary education expenditures in Canada in 1968 as reported in the most recent review of provincial and municipal finances published by the Canadian Tax Foundation.[5] In 1968, total expenditure for elementary and secondary education amounted to $3.5 billion. About 41 percent of this total, $1.4 billion, was derived from local govern-

[4] See, for example, Serrano v. Priest, 5 Cal. (3d) 584, 487, P. (2d). 1241 (1971) and Hobson v. Hanson, 327 F. Supp. 844 at 849.

[5] Canadian Tax Foundation, *Provincial and Municipal Finances 1971* (Toronto, 1971).

ments. Most of the rest, about $1.9 billion, came from provincial governments. Thus, five to ten points of personal income tax, amounting to something like $500 million to $1 billion, is of great significance in relation to a 1968 municipal expenditure of $1.4 billion.

Indirect Taxes As A Source of Federal Grants

Value added taxes. If increased personal income taxation as a source of federal support for elementary and secondary education is not politically viable, is there anything on the horizon by way of indirect taxes which looks more promising? Certainly the most discussed form of incremental tax in recent years is the value added tax. VAT is essentially a form of sales taxation but because of its ubiquitous nature it is only effectively levied at a national level. As the name implies, it is a tax levied at successive stages of commodity production according to the value added by the various processing activities. For example, a petroleum refinery would be taxed on the value of the refined product less cost of purchased oil. The tax base is the value added by each stage of production and is assumed to shift forward to the consumer in final product price, thus being a form of general sales tax.

VAT is usually levied only against consumption, as opposed to capital goods. Thus, in Canada in 1972, the calculation of the tax base might start at $57 billion, which was the seasonally adjusted annual rate of personal consumption expenditure during the first quarter of this year. If we assume that tax policy requires items such as food and drugs to be exempted from the consumption tax base directly, or through income tax credits, let us further assume we have a final consumption tax base of $50 billion. A five percent value added tax against a $50 billion tax base yields about $2.5 billion, contrasted to the $2.7 billion of property taxes collected by municipalities in Canada in 1969. This magnitude indicates the desirability of further exploration of VAT as a complete or partial substitute for local property

If increased personal income taxation is not politically viable, is there anything on the horizon which looks more promising?

Some arguments. The pros and cons of this tax source are easily identifiable. On the plus side, it would represent a replacement tax and incremental tax source which would clearly satisfy ability-to-pay equity requirements. The personal income tax system is progressive by all definitions, that is, the marginal rates increase as income increases and average and total tax percentages increase as a function of increasing income. On the minus side, it would involve difficulties in federal-provincial relationships, since each government would prefer to see the other assume responsibility for the resulting tax increase. (I assume here that the education increment would not be absorbed by decreases in other forms of federal and provincial spending.) Thus, the federal government would be reluctant to increase personal income taxes by five to ten points for fear of violating recently revised rate structures. It would obviously prefer to be seen as simply an agency collecting and rebating a *provincial* tax. But such a tax, of course, is not a federal grant and the provinces will opt for direct federal involvement. Further, in view of recent tax reforms, both levels of government might be fearful of the disincentive effect of increased personal income taxes. In Canada where the marginal combined federal and provincial tax rate for taxable income of $10,000 is already 35 percent and more than 50 percent for $25,000 taxable income, both levels of government will be leery about political repurcussions of a five to ten point increment.

taxes. VAT could be collected by the federal government and allocated to local governments on the basis of population or some other demographic variables. Alternatively, the tax could be allocated to the provincial governments.

I note with some interest that current proposals for a VAT in the United States have become a lively political issue. The Democrats have assailed VAT as intolerably wicked and the Republicans have suggested that Mr. Nixon was really just kidding when he proposed it as a potential source of federal grants to state and local government and as a partial substitute for local property taxes. Economics Nobel Prize winner Paul Samuelson of MIT has found VAT lacking because it is not as progressive as the personal income tax. Yet, if David may challenge Goliath in this matter, I suggest that VAT is not being considered as a substitute for the personal income tax but as a partial substitute for the property tax. Thus, we should at least ask, "How does it compare to the property tax in terms of regression or progression?" The answer is that as a form of sales tax, VAT on a consumption base is mildly regressive, but much less regressive than a property tax. Moreover, by excluding food and drugs or giving tax credit for food and drug purchases, VAT can be made roughly proportional to income.[6] Thus, in the context of a partial replacement for the regressive property tax, VAT comes off with fairly high marks. One of its major problems is its indirectness, which means that it is a more disguised form of public revenue than an extended personal income tax would be.

VAT as a partial substitute for local property taxes could be developed with differing strategies and counterparts. For example, if federal government grants (funded by a VAT) were used to replace local property taxes for education, it would still be feasible for provinces to apply property taxes on non-residential property for educational foundation support. A VAT could be implemented within the framework of an upper limit on local property taxes, say two percent of assessed community wealth, assessed uniformly across Canada, with the VAT rebated to localities to fill the void.

One further problem: Canada could be made vulnerable internationally by a VAT because of her dependence upon export markets as a source of economic stability and growth. In this context, however, international trade agreements already allow a VAT country to enact countervailing import duties at the rates assessed on comparable domestic products or to exempt export products from the tax entirely. I make no special case for VAT, except to comment on its potential contribution to the search for property tax alternatives. Clearly, it doesn't suffer from the same maladies which cast suspicion on the continued health of the property tax as a source of educational finance.

Other possibilities. Two other federal possibilities for relieving property taxation in education warrant brief attention. One possibility that has intrigued economists for several years is a general consumption expenditure tax. In Canada it might be levied at the federal level for subsequent abatement to municipalities or provinces.[7] The general expenditure tax would differ from a sales tax in many ways. Most importantly, it would be collected at the end of an accounting period using as a tax base the total value of expenditures for consumption made by a taxpaying unit. As such, it could apply a progressive rate structure to the expenditure base, differing from personal income taxation in that it would substitute an expenditure base for income in determining ability-to-pay. I must confess, however, that the idea has not had the same "zing" when proposed to policy makers as when discussed in graduate courses in economics. At the present time, therefore, it does not have the same political appeal as VAT.

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[6]See, for example, Jeffrey M. Schaefer, "Sales Tax Regressivity Under Alternative Tax Bases and Income Concepts", *National Tax Journal*, December, 1969.

[7]See Nicholas Kaldor, *An Expenditure Tax* (London: Unwin University Books, 1955).

Let me terminate this discussion of federal grants by reference to another form of local tax relief which could be implemented at the federal level and which could provide for incremental provincial funds for education in the process. What would be the revenue impact of a federal decision to fund the complete costs of welfare programs in Canada? The first impact would be something like three-quarters of a billion dollars available to provincial and local governments for alternative patterns of spending or for tax relief. In 1968, local and provincial expenditures for welfare totalled about $663 million. If the federal government, under the Canada Assistance Plan, were to fund 100 percent rather than 50 percent of welfare costs, the resultant savings to local and provincial governments would now approach $750 million. In one sense, therefore, this would be the maximum amount by which incremental expenditures by local and provincial governments for education could be made, depending upon complete or partial relaxation of local property taxes as a source of elementary and secondary school funds.

The New Brunswick experience has laid to rest inhibitions that have militated against provincial experimentation with program funding.

Provincial Alternatives in School Finance

Deserving of equal time in any discussion of provincial alternatives for school finance is the New Brunswick experience with its equal opportunity program. In 1967, most of you already know, the provincial government of New Brunswick addressed its financial problems in the following way: the provincial government (1) absorbed the total costs of welfare, education, health and the administration of justice from local government; (2) brought about the abolition of counties as units of local government; and (3) implemented a tax reform which eliminated personal property taxes at the local level, shifting concurrently to a province-wide real estate tax.

Very briefly what are some of the lessons to be learned from the New Brunswick experiment? First, New Brunswick found that such a major step could not be accommodated without substantial new provincial revenue sources. The most obvious alternatives for provincial governments which follow New Brunswick's lead are increased income taxes, increased sales taxes and/or increased and revised property taxes based on a uniform assessment and tax system.

The New Brunswick experience also appears to have laid to rest some of the inhibitions that have militated against provincial experimentation with program funding. New Brunswick has, for example, clearly fixed financial responsibility for elementary and secondary education at the provincial level. In the process, this province has seemed to make some progress in the difficult direction of equalizing educational opportunity. Yet, at least by some accounts, the New Brunswick plan has left significant room for local administration and discretion.[8]

Provincial funding of all equal opportunity costs of elementary and secondary education, however, leaves one intriguing question. Within a province-wide plan, will local school boards or a particular school be allowed to supplement provincial expenditures for specific enrichment programs? Suppose, for example, that Alberta were to be without a public kindergarten program. Could local boards, or specific schools, with the consent of local taxpayers, obtain local revenue to finance kindergartens? Could such entities use local property taxes, as accepted by local taxpayers, for other kinds of enrichment programs, thus making their total

[8] See, for example, Advisory Commission on Intergovernmental Fiscal Relations, *In Search of Balance – Canada's Intergovernmental Experience* (Washington, D.C., 1971).

educational offering superior to the programs generated by provincial funding? Is this not a desirable extension of consumer sovereignty to educational enrichment programs? I would be interested in your responses to these questions.

Returning to the question of incremental and perhaps replacement revenues for provinces, the property tax will probably be required to bear some weight, but on a declining basis over time. The obvious alternatives to declining property tax revenues are increased income and sales taxes at the provincial level, both of which will yield more equitable results than property taxes. Again, provincial income taxes are progressive and enjoy extremely low administrative cost burdens since the federal government acts as the collection agency. Provincial sales taxes can be made roughly proportional to income and, while more difficult to administer than income taxes, seldom impose a costly administrative burden.

Federal tax reform. Perhaps more interesting, however, are the possibilities inherent in federal tax reform, as a result of which the federal government has removed itself from gift and estate taxation. Obviously, the door for provincial imposition of gift and estate taxation is wide open and already many provinces have moved in this direction. Alberta, true to its conservative economic tradition, has refused to consider moving with other provinces into the gift and estate tax void. Thus, Alberta remains something of a tax haven for those who would escape not only sales taxation but gift and estate taxation as well. How long this policy will remain politic and realistic is a source of much interesting conjecture.

Revitalizing the Local Revenue Base

Certainly the most frustrated of all potential tax reformers must be those who envision local government as a legitimate area of activity. For decade after decade, local government remains intransigent in the vital matter of developing its own alternatives to property taxation. The agonized responses to demands for local tax reform are usually the same, "We can't innovate because we are locked in by provincial and federal governments who have already appropriated alternative tax bases." Yet I have found nothing in the physical laws of the universe, nothing in the theory of human nature and certainly nothing in Canadian statutory and common law which condemns local government to a continuation of its dreary tax history.

It is true, of course, that efficiency criteria will be better met if local government revenue bases are expanded through increased use of revenue sharing with senior government. For example, probably the most efficient and equitable system for increasing the flow of funds to local government would be a rebate of income taxes, either from federal or provincial sources. This, presumably, would require an increase in income tax rates at either the personal or corporate level, or both, unless it were accompanied by a corresponding reduction in direct grants from federal and/or provincial government. In this case, however, there would be no incremental support for local government and in the final analysis what we are looking for are additional funds – not the same amount of funds for local government in rebate rather than grant form.

Revenue sources for local government. If provincial and federal governments, however, demonstrate continued reluctance to allocate incremental income tax receipts to local governments, then local governments must survey their own revenue potentials. Income taxation, based upon appropriate enabling legislation by provincial and possibly the federal government, would yield efficient and equitable results when applied at the local level. Simultaneously, it would provide for a revenue base responsive to rising per capita and aggregate income levels.

From the point of view of administrative efficiency, however, a locally administered income tax suffers in comparison with a federally rebated income tax in the sense that it requires

separate administrative machinery and this machinery will adversely affect the nature and equitability of the tax. For example, local government experience in the United States has been that payroll taxation is the most feasible system for extending income taxation to local government. The obvious shortfall of this tax base, of course, is the fact that it doesn't cover property income and therefore loses much of the attraction that income taxation's ability-to-pay principle affords. Attempts are being made to cover this shortfall but so far they have been most expensive administrative experiments. Another characteristic of payroll taxation that may make it less attractive than its federal and provincial income tax counterparts is the fact that is usually levied on a proportional rather than graduated basis.

Sales taxation as a source of revenue for local government has an extensive history. In Canada, according to the Canadian Tax Foundation, there are no general sales taxes at the municipal level but there are various kinds of sales taxes applied to selected products. For example, motor fuel and fuel oil is subject to municipal taxation in Newfoundland. Amusements and admission taxes yield municipal revenues in Newfoundland, Prince Edward Island, and Quebec. Other forms of specific sales taxes are found in cities in Newfoundland and Manitoba. General sales taxes are found in many cities in the United States, including some of the larger ones.

Thus, if enabling legislation is not available for general municipal sales taxes in Canadian provinces, there remains the possibility of an expanded set of special sales taxes by local government. Certainly hotel and motel accommodations and restaurant meals will come under increasing scrutiny by municipal authorities if senior governments do not increase the flow of shared revenues. Difficult questions of tax administration will arise, as will problems of how to apply specific taxes without raising the problem of regressivity. For this reason, temporary lodging and restaurant services could prove attractive as a tax base. Provinces with general sales taxes could offer administrative aid to local government, perhaps going as far as collecting and rebating funds to local government.

On the other hand, it probably warrants reemphasis that optimality with regard to local revenue flows probably lies in an expanded system of provincial and/or federal grants. These revenues would vary from an expanded system of conditional and unconditional grants to a system of revenue sharing, based, for example, on higher income tax collections. Other systems, however, are possible and a federal value added tax illustrates some of the potential.

Efficiency in Government — The Expenditure Side of Educational Finance

In closing (I'm afraid on a negative note), I would be doing a disservice to pass over a recent announcement by the Department of Education relating to the adoption of a new accounting system for schools in Alberta, referred to as PAB, or program accounting and budgeting. It is a variation, and I fear a misconception, of the planning-programming-budgeting system (PPBS) that within the last 10 years has been developed in various areas of government as a means of integrating planning, budgeting, and management activities in the public sector. Note that I did not refer to the accounting process as one of the basic elements of PPBS (sometimes referred to as PPBES in education circles).

PPBS is the most important development in operational systems of public spending in our lifetimes.

A look at planning-programming-budgeting systems. To put my own prejudices on the line,

let me first indicate that I think PPBS is the most important development in operational systems of public spending in our lifetimes. PPBS affords significant opportunities for maximizing the payoff of public spending. It is several steps beyond the attempts at performance budgeting which occurred in the 1950s and several miles beyond the forms of benefit-cost analysis that economists have advocated as a means of determining optimal levels and directions of public spending. PPBS is, as noted above, a technique which requires an integration of planning, budgeting and management activities within the constraints of fixed budgets in an effort to maximize the attainment of government objectives.

As such, PPBS is a process that emphasizes three basic elements in the expenditure of public funds: (1) determination of objectives; (2) program analysis; and (3) program evaluation. It is clearly one of the major payoffs of a PPB system that systematic analysis of program objectives is the point of departure for subsequent analysis. This element alone sets PPBS apart from prior systems such as performance budgeting, in which input-output relationships were sometimes analyzed without reference to program objectives. This procedure all too often led to efficient attainment of a set of outputs which might have little if anything to do with program objectives.

A second vital element in the rationalization of public spending in the last decade has been the development of the formal elements of program analysis as a major facet of PPBS. The process which has won, or is winning, the day is program analysis as a means of comparing program alternatives in the realization of program objectives. Thus it becomes more difficult for governmental agencies to perpetuate outmoded programs when the essence of program analysis is to contemplate alternative ways of doing the government's business in relation to specified objectives.

The third vital element of PPBS is program evaluation which extends prior concern for input-output relationships to a systematic analysis of how output categories are related to specified objectives.

Please note, then, that specific concern for new accounting systems presupposes that the three basic elements of PPBS are receiving continued attention. Then, in the development of PPBS, or program budgeting if you prefer, it will be necessary to develop, for example, multi-year program and financial plans through which the basic elements of a revised budgeting system are implemented. But simply to develop a new accounting system which substitutes program category expenditures for object-of-expenditure categories puts the cart before the horse, simultaneously leaving the horse without any significant push.

What really bothers me about developing a revised accounting system is that this process in no way substitutes for the basic elements of PPBS. When it doesn't perform what a legitimate PPB system should, will this be used to denigrate the efficacy of PPBS? If and when that happens, you may rest assured that much of the resulting storm will emanate from my office at the University of Calgary.

Finally, then, I am reminded of some classic language I used to hear from an attorney friend in Washington, D.C. He suggested, in all seriousness, that his specific remedies for social problems should not be regarded as a "pancreas". In the same context, let me hasten to add that I don't envision PPBS as a pancreas, nor even a panacea, for public policy. It should be approached in relation to what it has to offer administrators in the public sector — a potentially useful device for bringing together planning, budgeting and management activities of government in a way that promises improved efficiency in these public programs.

Commentary and Analysis

GORDON MOWAT

Dr. Mowat recently resigned as Chairman of the Department of Educational Administration, Faculty of Education, University of Alberta, where he continues his academic work as Professor of Educational Administration. Among other appointments, he has held the position of Assistant Director of School Administration (Alberta).

Gordon Mowat is widely known for his work as Vice-Chairman of the Alberta Royal Commission on Education and as Chairman of the Provincial Board of Post-Secondary Education (Alberta). His current major professional interests include community colleges – he heads the College Administration Project at the University of Alberta – and school finance.

Dr. Mowat received his undergraduate degree (B.Sc.) from Alberta, his M.A. from Brigham Young University and Ed.D. from Stanford.

GORDON MOWAT responds:

Dr. Seastone is an economist and I am not. However, having read about some of the problems which permeate our economic system and apparently impinge on education, I have a number of questions arising from points made by Dr. Seastone.

One of the basic assumptions in his presentation was that expenditures in education "wouldn't suffer any significant reduction". I may not have quoted him verbatim but certainly his point was that there wouldn't be any significant reduction in educational expenditures. In fact, I think the implication was that the prospect for an increase in dollar volume of expenditures is almost certain. Now I have noted, Dr. Seastone, that there are pressures, particularly from Chambers of Commerce and business-related interest groups, to curtail expenditures in services which are paid for by the public purse – particularly education. At the same time, there is a resistance to wage controls and price controls and so I wonder whether your assumption about the prospect for an increase in expenditures for education is valid.

Specifically, is there something about the public sector of the economy which differs from the private which might well result in a proportionate reduction for education even if not an absolute dollar reduction? Will we get a smaller chunk of the resources in the future?

SEASTONE replies:

I think the context in which that question should be answered is that in Canada about 35 percent – this year a little better than 35 percent – of the gross national product (the total dollar value of all goods and services) will be allocated to public sector activities. It is interesting to note that the percentage of the community income and the percentage of the community product that Canadians have been willing to devote to public sector activities has been growing significantly over the last few years. Now I suspect that the increase in the level of total expenditure as a proportion of the GNP is a function of the fact that the revenue base of provincial and federal governments is progressive. Now that means that as personal income rises, the tax dollars which will flow to those levels of government which use a progressive income tax base will increase more rapidly than will the rate of increase in personal income.

The problem local governments have in financing education is that they are tied to a regressive tax base.

Now, as I indicated, the problem local governments have in financing education is that they are tied to a regressive tax base. I suggest that a great problem is to relate local government revenue to a base which has an automatically increasing mechanism, the same way that provincial and federal governments have.

Local government and the schools, it seems to me, are in these binds: first, the taxes they absorb are some of the more obvious or visible ones; secondly, they always have to get what appears to be an increase in the tax rate, whereas senior levels of government do not have to go through that process. It happens automatically. When income rises the tax revenue flow to provincial and federal governments increases. In Canada this has given rise to a very generous use of inter-governmental fiscal grants, by both federal and provincial governments. But in response to your interesting analysis, Dr. Mowat, the question is: How long is it going to be before local governments in particular can tie themselves to a revenue base which increases as a function of increasing income? Until they do, I think the specter of difficult budget times is likely to be a very real possibility because local government, particularly school boards, must continually ask the public for what other levels of government get as a natural concomitant of the tax base and the tax system which they employ.

MOWAT:

Dr. Seastone has concluded that we need "better" sources of revenue for education. He has just explained, I think, why he feels that way. Perhaps the proximity of the school board to the taxpayer makes the school board very susceptible to criticism and hostility; eventually, I suppose, this will reflect on educational revenues.

Dr. Seastone attacked the property tax and suggested alternatives which presumably were better. He did this in terms of three criteria. One was that we need a form of tax that will raise more money when it is needed. In this respect he described the property tax as "fiscally impotent". When you need more money from it you have to go through the process that he mentioned. Secondly, the tax should be compatible with a social philosophy which is generally called equity. Here the ability to pay apparently overrides the benefit received. I'm not really sure though, Dr. Seastone, whether the property tax is at fault in itself or whether the way in which it is applied is at fault. For example, if assessments indeed are inequitable in that highly valued properties are not properly assessed, could not this weakness of the property tax be remedied by a proper system of assessment? Thirdly, would the difficulties raised by our reliance on a property tax tend to disappear if we placed less reliance on the property tax? For example, if we had the New Brunswick plan, or even 90 percent of the education bill paid by higher levels of government, would the property tax not still be the most manageable form of taxation for local government? Is the property tax in itself a villain, or have we not used it properly?

SEASTONE:

I would like to suggest that to the extent that the 1966 Carter Royal Commission on Taxation speaks for the Canadian people, the concept of equity must necessarily be built into a tax system. Parliament has accepted the idea that the overriding principle upon which a tax system in Canada should be built is the concept of equity. Now if the Carter Royal Commission has articulated a valid community position with regard to that basic principle of taxation, then we must acknowledge ability-to-pay as the only general principle which we can apply. Economists generally consider ability-to-pay taxation as but one of the general principles available for tax analysis; the other one is the matter of benefits received.

Now the difficulty with the doctrine of benefits received, although it has been winning the battle of the textbooks for at least 100 years, is the fact that it can never be implemented on a general basis. If a benefits-received theory of taxation is to be implemented the administrative system must be able to identify the beneficiaries of every kind of public expenditure, not just by income group but by individual, and we simply don't know how to do that. Given this inability to implement a benefits-received principle, then in Canada we go back to an analysis which is based upon equity and an ability-to-pay principle.

With regard to the question about changing the property tax, I see no reason why it couldn't be done. Let me give you an example of how it might be accomplished. It would be necessary first to develop a provincial or federal uniform assessment system in which the assessment proportion increased as a function of the market value of the property. Let us say that properties with a market value of less than $5,000 could be assessed then at 10 percent; those with a market value of between $5,000 and $10,000 could be assessed for property taxation at 15 or 20 percent and so on up the scale to maybe 50 percent of market value for some high-valued personal or business properties.

Now while this approach is feasible and has presumably been available as a means of implementing property tax reformation, it has never come about. We never seem to move in the direction of property taxation policy consistent with our basic equity principles. I know of no serious attempt in North America to institute these kinds of property tax reform. I think they

are theoretically possible, but perhaps because of political pressure groups they seem to be impossible to implement.

MOWAT:

At the risk of being cynical, perhaps more so than usual, it would seem to me that the whole matter of taxation isn't entirely one of equity, but it is a matter of finding out where you can get money in the most politically palatable manner. For example, the adherence to personal income tax as a major source of revenue would seem to me to be politically palatable if one looks at the structure and ranges of income. It also seems that while a regressive tax is a bad one for education, it nevertheless seems to be suitable for roads, streets, and public works.

Taxation isn't entirely a matter of equity ... it is also a matter of finding out where you can get money in the most politically palatable manner.

This brings me to a question which I would like Dr. Seastone to comment upon. I notice that Chambers of Commerce are behind the point of view that we should get away from the property tax for education and shift to other sources. Have economists studied the shift in the incidence of other taxation sources, Dr. Seastone? Would the burden of the support of education shift from business and corporations to individuals if we abandoned the property tax?

SEASTONE:

Although I can't prove it, I have a strong suspicion that the burden of property taxation is absorbed and assumed by individuals anyway. Some of my economic colleagues suggest that property taxation is, and for the most part should be, treated by business firms as a cost. It is a cost like wages, salaries and material purchases and, as such, businesses are going to make every effort within the constraints of the market system to pass property taxation along to the consumer in the form of higher prices. So I think that already property taxation, over a wide area of affairs, is absorbed not by the business firm but by the consumer.

Now I concede that the ability of a business firm to shift property taxes forward in the form of higher product prices will be dependent upon the degree of competition which exists in a firm's particular product market. A firm in a very competitive situation dealing with demands which are more elastic than some others will be in a poorer position to do this. But essentially my judgment is that the most significant effect of moving from a property to an income tax would be the shift of the tax liability from the lower to the middle and higher income groups. This then would be consistent with the principles of taxation which Canadians generally seem to find most desirable.

MOWAT:

I have only one more question. Rather than discuss some of the technical aspects of taxation, I would like to ask Dr. Seastone if he had his wish, what kind of a system would he espouse for Alberta? Would he have the provincial government use general revenues to pay 100 percent of the cost of a basic educational program? Would he give school boards the right to raise additional funds if they wished? Thirdly, if the property tax were to be abandoned, what source of additional income might he allocate to them?

SEASTONE:

Within the context of continued dependence upon property taxation, and I speak personally rather than professionally, I would suggest that there will be no alternative to increased provincial funding of elementary and secondary education unless local governments find a more desirable and a more equitable revenue source. What we are going to find in respect to educational finance is a continued shifting to provincial and possibly even to federal support.

PART THREE

Administrative Roles and Relationships

ERWIN MIKLOS

MICHAEL A. STREMBITSKY

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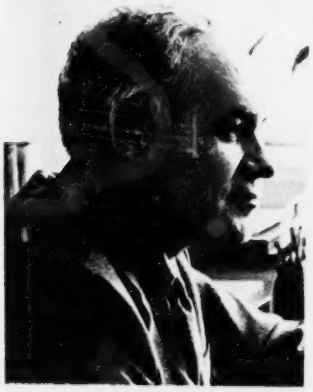
JOHN WIENS

Planning and Development: New Roles for the Principal

ERWIN MIKLOS



Dr. Miklos is Professor and Chairman of Educational Administration at the University of Alberta, from which he received his Ph.D. and Master's degrees in Education. In recent years, he has served three times as Director of the Leadership Course for School Principals, and has participated in various projects of the Council on School Administration, CEA Short Courses and other research conferences. In 1971, he served as Editor of the *Alberta Journal of Educational Research*.

Dr. Miklos has been deeply involved with the work of CEP. As Head of the Educational Planning Mission at the Alberta Human Resources Research Council, he coordinated a program of research for that body. The recent publication, *Perspectives on Educational Planning*, was an outgrowth of that research.

In the last two decades, the role of the principal in western Canada has evolved from that of imitator to innovator and now there are indications that the role of principal as planner is emerging. Miklos takes us back to the eras of imitation and innovation and then forward to examine the questions, the alternatives, the prospects which surround the planning role. While the role cannot be avoided, claims Miklos, the potential for genuine impact, the possibilities for excitement and adventure in education through planning and development are such that the role should be welcomed rather than shunned.

Defining and redefining various administrative roles has become a standard topic for discussion at conferences, the subject of many journal articles, and the object of numerous research projects. Many of us probably have wondered – privately if not publicly – when the examination would be complete. We have waited for the day when there would be consensus among the analysts and congruence between the *should be* and the *is* of administrative practice. Unfortunately, that day has not yet arrived. Continuing pressures for change force us to reconsider earlier concepts and to subject the practices of the present to critical examination. This paper is a modest attempt toward a partial reconceptualization of the functions – or more correctly, of dominant emphases in the functions – of principals. As the title indicates, particular attention will be given in this paper to examining the planning and development emphasis in the principal's role. The discussion is set within a general framework of concern for what the principalship has been, what it is now, and what it might become in the future. Some attention will be given also to the difficulties which the future emphases might present for us both as practitioners and as students of administration.

Principals Past Present and Future

Intuitively there seems to be some logic in asking where we have been and where we are now before we proceed to ask ourselves where we should be heading. Perhaps the need to look back is only an indication that most of us feel somewhat more comfortable when playing the role of historian than prophet. Fortunately, the principalship in western Canada does have a sufficiently long and sufficiently interesting history to permit this type of analysis. An historical examination could be carried out purely for amusement; however, it may also hold some lessons for what the principalship might become. Historical analysis is particularly helpful in identifying a range of possible variations in functions and in differing conceptions of good administrative practice for this position. In order to gain some insights into the contributions of this perspective, we might consider the two historical periods which coincide approximately with the last two decades. In each of these periods, principals were faced with unique problems, developed somewhat distinctive emphases in their functions, and were evaluated by their colleagues or superiors on the basis of quite different criteria.

Administration by Imitation. Although the principalship was an established position long before the 1950s, it came into prominence as a significant part of the administrative structure of school systems in western Canada during that decade. This period was characterized by major moves toward the centralization of schools in the rural areas and by the accelerating growth of urban school systems. Villages that once boasted a three-teacher school suddenly found that these established institutions were surrounded by a cluster of somewhat varied buildings all of which exhibited the distinctive characteristics of rural schools. Not only did the number of positions in larger

schools increase, but also new functions were thrust upon the principal. Occupants of relatively high status positions as senior teachers with limited administrative responsibilities suddenly found themselves trying to cope with a host of unfamiliar problems: inadequate facilities, increasing enrollments, scarce and poorly prepared teachers, and all the other problems of a much more complex situation than the one to which they had become accustomed. The fact that these problems were overcome and that schools did operate, more or less successfully, is a great credit to the teachers and the administrators of that era. Of interest to this discussion is the question of how principals coped with the problems which have been mentioned. What functions were emphasized and in what ways?

It must be remembered that change is not unique to the present day.

The process which took place is described here from a basis of reflection rather than documentary analysis. It must be remembered at the outset that change is not unique to the present day; the 1950s represented a period of significant educational change for many areas. Problems and new demands appeared in rapid succession. Indeed, the problems came so quickly that there were too few resources, too little time, and too many constraints to permit the type of detailed examination that might have been desirable. Necessity did force administrators to find solutions, some of which were no doubt close to optimal for the circumstances; others were barely acceptable. Some solutions were probably the product of careful thought while others were accidental discoveries. No matter what the origin, there did emerge a catalog or repertoire of accepted ways of coping with various situations. By drawing upon this source of solutions, principals were able to organize school programs which would not have been thought possible a few years previously, to compensate for deficiencies in the teaching staff, and to cope with the problems of operating a complex organization. Although novel practices were introduced, many of the concerns of the day as well as their solutions carried the stamp of an orientation to the past. By present standards, principals were highly conservative in the identification of problems and in the values which guided the search for solutions. As an example we have but to recall the concern for standards of student dress and conduct as well as the codes that schools adopted in response to these concerns. The contrast with accepted practice of today is startling to say the least.

What was good administrative practice of that era and what were the distinguishing characteristics of a successful principal? It seems in retrospect that good administrative practice was that which coped with the problems of the day using the standards of the past. Novel solutions were applauded *if* they were acceptable according to professional and community standards. Consequently, there was a high degree of individual caution and a great amount of interest in what was being practiced in other schools and in other school districts. The communication of solutions and successful practices held high priority in discussions at administrators' meetings. Provincial superintendents tried to play down their inspectoral functions and justified their itinerancy by identifying it as a means for disseminating information about good practices. There seemed to be consensus – for a time at least – on the characteristics of the good school: it was the composite of good practices prevalent in a particular geographic area. The outstanding schools and the highly successful principals were the ones which had acquired and developed a mix of the greatest number of generally accepted good practices.

In retrospect, the principal can be seen as performing the function of solving the crisis situations and of coping with the many operational problems which confronted the school from day to day. Although the literature admonished them even in that day to become the

Their general orientation ... was administration by imitation.

instructional leaders of their schools, their actual performance seems to have been far removed from this ideal. Because principals looked to each other for solutions, their general orientation can be described in no better terms than to say that it was *administration by imitation*. The best principals may have developed unique approaches to their work; however, reliance on "good" practices developed elsewhere was probably the standard operating style of the majority of principals.

Administration by Innovation. Signs of the second phase of the principalship appeared before the first phase had become firmly established, let alone before it had started to wane. The good administrative practices and the good school organization of one day were labelled all too soon as the *traditional* modes of organization, *traditional* staffing patterns, and *traditional* approaches to student control. The good principal of one era became the *traditional* one of the next; in keeping with the scientific terminology of that day, it might be said that a principal's half-life was about five years.

Most schools and their administrators persisted in the practices which had proven themselves and which had been learned so well. However, a new emphasis emerged in the practices and roles of others; some administrators introduced what appeared to be radical changes. The *innovator* had appeared, and as a result we acquired a variety of educational innovations: round schools and windowless schools, team teaching, individualized instruction, continuous progress, independent study, and open climate schools. Many problems of the earlier era simply disappeared because the new administrative style was to refuse to accept them as problems. Most noticeable in this respect was the attitude toward student control in some high schools.

In this era, *good administration* was equated with *innovation*: the good school was the highly innovative school. In some respects this era still resembled the "administration by imitation" approach of the preceding one. The innovative practices were still borrowed from other school systems; however, we went further afield for ideas about possible new practices. Instead of importing those that had worked in neighboring schools, we imported practices that were still in the experimental stages elsewhere. Professors, superintendents, and principals were impressed by the innovations described at conferences and in the journals. Enthusiasm for innovation, early adoption, and change agentry ran high in many circles. While proponents of educational change were still trying to sell the merits of their plans to foundations in the United States, they had already been adopted by some schools in western Canada!

The principal recognized as being outstanding was the innovator; however, there is room for just so many innovators. Only a limited number of schools or principals can be said to be pioneering in open area teaching, individualized instruction, or whatever else. More recently, *the concept of the good principal has come to mean the one who can make innovations work successfully*. Since it is no longer a mark of distinction to have some of these innovative features in schools, it becomes a mark of distinction to actually use them with success over a period of time. But there are already signs that the era of the innovating principal is fading into the past; good administration equated with innovation appears to have had its day.

It is interesting to note why innovation as a feature of the style of operation of principals is on the wane. It is not as likely now that significance will be attached to innovations or to making an innovation work if it is not clear why we are trying to make the innovation work. It no longer seems adequate to try to justify, after the fact, the introduction of innovations by identifying their various advantages over previous practice. In short, it no longer seems acceptable to favor *solutions* when we

are not certain of what *problems* they solve.

A New Emphasis. The distinctive features of the earlier phases appear to be merging with a new phase which is characterized by an emphasis on planning for change and on developing organizations that can cope with needed changes in the future. The "new principalship" is different from that of the preceding phases yet it also draws some of its dynamic from them. This new phase resembles the first one in that it, too, seeks to find a close relationship between problems and solutions. Although the earlier phase also involved a search for solutions, the newer one, hopefully, will extend its search somewhat more broadly. In this respect it resembles the second phase of administrative practice; however, it differs from the second phase in that the search will be more purposeful. Unlike the second phase in which solutions seem to have preceded problems, the new phase will put these into a more logical sequence. This emerging emphasis in the role of a principal might best be characterized by designating the new phase in terms of the *principal as planner*. Some of the points which follow will serve to clarify the essential similarities and differences of this emphasis in the role with that of the principal as imitator and as innovator. An emphasis on planning in a principal's role implies that he will likely:

1. *take an active stance rather than a reactive stance toward environmental and organizational problems*. He will not wait for problems to descend upon him so that he is constantly forced to react to crisis situations. Instead he will attempt to anticipate what problems might occur and to prepare for them. Of utmost significance is that he will work toward defining the goals toward which the efforts of a school should be directed and will actively work to achieve those goals.
2. *broaden the search for alternative courses of action*. Alternatives will be systematically scrutinized in an attempt to assess the appropriateness of various possibilities for achieving goals and for the situations in which they will be applied.
3. *place greater emphasis on developing an organization that can cope with problems involved in selection of goals and alternatives rather than on himself as the individual who can perform these functions*. The principal as planner and developer will not only place greater responsibility on various people but will also create the conditions under which they can work effectively toward the achievement of goals.

There are at least two reasons why a planning emphasis in the role of a principal seems appropriate for the next phase of administrative practice. The first is quite general, the other is more specific.

First, it is abundantly clear that the world is not "unfolding as it should" in many respects. This is as true of the educational part of the world as it is of any other segment. Not to take a purposeful and a more active stance toward attempting to direct the course of events seems to be avoidance of responsibility. To merely tinker with the various aspects of the operation without adequate attention to purposes is equally irresponsible. Although there are many possibilities for errors in adopting a planning emphasis, we seem to have little choice at this particular time.

Second, there are some indications that principals may be called upon to become more heavily engaged in planning whether they wish to be involved or not. The Report of the Commission on Educational Planning contains numerous proposals which relate either directly or indirectly to planning functions and which hold significant implications for Alberta principals. The concept of *planned differentiation* at the school level relates most directly to the planning emphasis in the role of the principal. Planned differentiation raises the possibility of developing differences in educational processes and structures *deliberately* and not just allowing them to happen *accidentally*. This concept challenges schools to be more responsive to community and client differences in terms of

The possibility of planned differentiation ... thrusts the principal directly into the planning function.

both present characteristics as well as aspirations. The possibility of planned differentiation together with increased control at the school level thrusts the principal directly into the planning function. If planned differentiation is to be carried out meaningfully, it cannot be left to centralized administration. It can be assisted by the upper administrative levels of the hierarchy but it cannot proceed without local initiative.

If there is any validity to the preceding analysis, then there is an obvious need for both the practicing administrator and those whose task it is to study administration to learn a good deal more about planning than they probably know at present. Fortunately, there is a growing body of literature on the planning function which will serve as a starting point; unfortunately, some of this literature tends to avoid the most critical and the most difficult questions in planning. Since it would be impossible to review the literature, it may be more appropriate to direct attention to the issues that are not dealt with satisfactorily as yet but which are crucial to the success of planning efforts.

Problems in Planning

Planning as an activity can be viewed in highly technical terms. It can be thought of as involving a series of steps in which an objective is stated in quantifiable terms, in which a program of action is broken down into functions and tasks, in which evaluation procedures are established and for which a variety of flow charts are developed to aid in systematizing the entire undertaking. This is indeed a very important aspect of planning and is one in which some specialists should become highly proficient. There are many educational activities that do lend themselves to these procedures and to the types of analyses implied. However, they are not applicable to all of the goals for which educational systems might wish to strive. Technical aspects of planning seem to come into play only after agreement has been reached on what goals are worth striving for. Planning as a technical function also seems to assume that the alternatives for achieving even the quantifiable goals are somehow more readily identified than is likely to be the case. Each of these – goals and alternatives – presents particular difficulties for principals as planners.

The Goal Problem. Implicit in the conception of planning is the general intent to direct attention, energies, and resources toward the achievement of selected goals. As we are all well aware, goals continue to give us difficulties in education. At one extreme, we are able to state some very general goals bearing on the satisfaction of individual and societal needs. Although such statements do serve as sources of inspiration and have an important public relations function, they have very limited utility as guides to action in specific situations. At another extreme, it is possible to set some very specific goal such as raising the average achievement level of a specified group of students a specified number of points over a specified time period on a specified measure of achievement. Although such statements do satisfy the technical planning experts, many of us instinctively rebel because we feel that somehow the essence of education has been overlooked. There is no happy medium for the administrator in relation to this dilemma; somehow, planning must be able to cope with both extremes. If the planning expert can't cope with the major questions, then the administrator must do so with the help of others in a different arena.

Planning may be easier if it starts with questions that concern raising achievement levels on specified tests but that does not mean it can logically start there or that it should start at that point. Somewhere in the planning process, there must be provisions for asking the more

fundamental question of whether it is desirable to raise the performance levels of a particular group, and if so, at what costs and to what purposes. Questions of this nature can't be resolved readily be means of dazzling manipulations of flow charts. They force us to become engaged in a much less systematic fashion of examining goals in education and of asking how we can go about making decisions about those goals.

Even if an attempt were made to ignore the difficult questions, it is perhaps inevitable that planning exercises would bring them to the surface. The administrator who is going to become engaged in planning might as well be prepared for questions such as the following:

- What are schools for and what should this particular school be attempting to achieve?
- What contributions can this school make to the better life of students and to the long-term welfare of both students and society?
- What damage are we now doing to students and how can we eliminate the causes?

The questions may be changed slightly in form but the substance of them is not new to educators. However, we may be called upon to examine them more carefully in the future than we have in the past. The slogans to which they usually lead have been easily ignored in everyday operations of schools. A planning orientation may challenge us to link questions and answers more directly to our practices.

A planning orientation may challenge us to link questions and answers more directly to our practices.

General questions such as those listed above raise even more difficult ones related to the operation of schools. When we start to try to identify our real goals, we will probably find it difficult to stop the process. We may even begin to ask ourselves questions bearing on what schools would be like if we really accepted certain goals and actively worked to achieve them. For example:

- Would it be possible for schools to take seriously the challenge of a multicultural and pluralistic society?
- Is it possible that schools could play a significant part in the political future of this country if they were to accept as a goal the development of facility in more than one language?
- What would schools be like if they apportioned resources so that those students who had greatest need of teachers and teaching aids would receive them?
- What would schools be like if they were to become truly responsive to community needs; and if their operational patterns were adjusted to fit more closely to the life styles prevalent in the communities?

These questions relate directly or indirectly to school goals. Obviously they cannot be easily quantified and, consequently, are not appropriate questions for planning experts. They are questions of values. They are moral questions, and they are political questions. They are precisely the kinds of questions which most principals would like to avoid. In the past we have found it convenient to believe that they have been adequately resolved by some other mechanism at some other levels. Our planning experiences are likely to reveal that this is no longer true, and, of course, it may never have been true.

The process by which solutions to questions of this nature will be sought is difficult to describe. Clearly, it is likely to involve more people, particularly at the local level. In relation to questions of this nature, principals may well find themselves talking more to parents, students and teachers than reading directives which emanate from some central office. Activities of this nature will call for new skills as well as for a reordering of priorities.

The Alternatives Problem. In the same way that a decision to engage in planning will likely raise questions about the full range of goals, so also will it likely call into question the alterna-

tives which we are prepared to consider. Planning will inevitably lead to challenging the existing conception of acceptable or potential alternatives. Indeed, as you are all aware, startling alternatives have already been proposed by some who probably would not consider themselves to be planners. Although the innovation phase of administrative practice has already sensitized us to possible alternatives, it is likely that this range will prove to be inadequate once we open the questions concerning broad goals.

Experience has taught us that the search for alternatives is constrained by factors such as the state of knowledge and precedent, as well as by economic, social, and political conditions. Perhaps the constraints to which principals and other administrators have been least sensitive are those which operate within the organization of the school itself. In preparation for possible future challenge, some further attention might be given to questions such as the following:

Why is it so difficult to inject greater variety into the way in which learning experiences are organized?

- Must all learning experiences continue to be forced into the standard schedule that still typifies so many schools? Why is it so difficult to inject greater variety into the way in which learning experiences are organized? Must all experiences by dragged out for most students over years in a monotonous pattern?
- What are the possibilities for some real breakthroughs in bringing a broader range of skills and abilities to bear upon the learning process and teaching tasks?
- What are the possibilities for allocating resources according to likely effects rather than according to standardized practices? Is it possible, for example, to shift the pupil-teacher ratio bias in favor of the earlier years of schooling?

These questions probably bring to mind relatively modest alternatives to present practice; in fact, they are suggested by some trends in present practices. The purpose in raising them is to ask the further question of why have the alternatives to conventional practice not been pushed further, more dramatically and more purposefully? Although there are some encouraging signs in the operation of educational systems – particularly in responsiveness to changing conditions – there are also the more discouraging signs. While some things change, many others stay too much the same. Planning will lead to an examination of those aspects of the operation which have been the most resistant to change; therein reside many potential organizational difficulties.

Concluding Comment

There are some obvious problems to be overcome in developing a planning orientation in the role of the principal. The first is the very real problem of finding the time and the energy to engage in the necessary activities. The only solution may be to allocate some present functions to other members of the school staff. We already have sufficient experience in allocating routine tasks to clerical staff; this trend might be extended. School systems could also help by reducing the number of demands they make on individual schools. Furthermore, some of the demands which members of teaching staffs now make on administrative time could probably be reduced if teachers were encouraged to become more self-reliant. That is where the development function enters – providing the crucial environmental conditions which enable members of the organization to cope with their own problems instead of passing them on to someone else.

Perhaps there is also reason for optimism that the problems related to goals and alternatives will not prove to be quite as messy as they seem now. In spite of all the differences among the various groups which have a stake in the

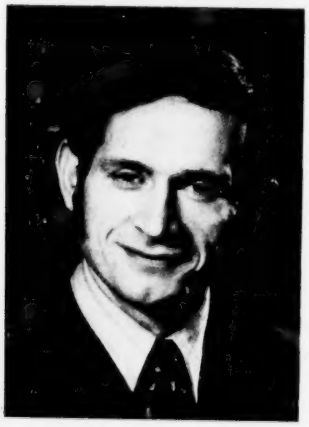
... The principal as planner would seem to be in for a good deal more excitement and adventure.

operation of schools, there are also a good number of unifying elements. Greater involvement of parents, students and teachers in the critical questions concerning school operation may have its challenges but it may also bring benefits in the form of greater commitment and support. It may be less efficient but it may also bring more satisfactions than are possible when one's role is defined as responding to the wishes of an impersonal bureaucracy.

In contrast with the roles of principal as imitator or principal as innovator, the principal as planner would seem to be in for a good deal more excitement and adventure. Planning has been presented more as a political and moral undertaking than as a technical activity. This has been intentional. If the political and moral problems of planning can be solved, the technical ones will probably prove to be relatively simple.

The Central Office in a New Era: Roles and Relationships

MICHAEL A. STREMBITSKY



Mr. Strembitsky is Superintendent of the Edmonton Public School Board. His background with that school system includes experience as a teacher, coordinator, department head, assistant principal, and principal. In recent years in the Edmonton central office, he has served as a supervisor, director, and most recently, Deputy Superintendent.

Intensely interested in educational finance and effective use of human and material resources, Mr. Strembitsky is nearing completion of his Doctorate at Columbia University, where he previously completed Master's degrees in Arts and Education.

What should be the relationship between a central office and the various schools within a system? What relationship should exist between a central office and a provincial Department of Education? between it and regional offices? between central office professional staff and the elected board? As Superintendent of the largest urban school system in Alberta, Michael Strembitsky is in a position to make insightful commentary upon these questions. He does not disappoint the reader. These relationships, Strembitsky holds, must stem neither from dogma nor dictate, but from principle – a principle which he discusses and illustrates in some detail.

Some months ago when I accepted the invitation to comment on the roles and relationships of central office administration in a humanistic era, I did so with considerable enthusiasm. There was the promise of the forthcoming report by the Commission on Educational Planning, and, as Deputy Superintendent of the Edmonton Public School System, ready answers to educational problems seemingly were at hand. Today, I find that the report of the Commission on Educational Planning has been released. I also find that as Superintendent, the answers appear somewhat more distant now than they were that short time ago. Needless to say my enthusiasm has been somewhat dampened, though I would think it impolitic to give you the priority ordering of the factors which have caused this loss of enthusiasm.

For purposes of this article, allow me some liberties with the topic. My comments are meant to serve as something of an antidote for some of the pro-humanistic views expressed in administration. While not against humanistic views, I am concerned with the reasons which encourage their rise. Let me begin by posing some questions about those reasons. Is the pro-humanistic view occasioned by a sense of despair, a despair, perhaps, of ever changing the bureaucracies which threaten to overwhelm us? Townsend, in the preface to his *Up the Organization* reflects this despair in his view of God-created organizations and their dominion over man. Solutions may be external to the realities of the day. The early Christians, for example, had a belief system which enabled them to live at peace with themselves in the old Roman world. Yet clearly this belief system did not offer an immediate solution to the situation they faced as they marched into the Forum. The Roman bureaucracy exacted its toll!

Is the pro-humanistic view occasioned by a lack of knowledge? Perhaps people cannot grapple with the realities of a problem and, rather than tax their intellect, avoid the problem by turning elsewhere.

Is it possible that the pro-humanistic view is being espoused for purposes of deceit? Are we deliberately setting upon one particular course so that we may avoid those events around us which cry for our attention? This technique is as old as Man himself. It is documented in Plato's *Republic*; it can also be found in the acts of Hitler. Yes, from Plato through Hitler to this day, the "big lie" has well served the practice of deceit.

Now I'm not suggesting that the foregoing *are* the reasons for the current emphasis on humanism. Nevertheless, I believe it is appropriate, indeed necessary, to challenge this or any other creed in vogue. I am reminded of Erasmus who, when touring one of the finest monasteries in France, was told that he was about to enter through a doorway reserved solely for those with a command of Latin. To this comment the Dutch humanist remarked that it was indeed a rare pleasure for him to be permitted into a part of Christ's house that the Lord himself would not have been allowed to enter.

Before turning to the topic proper, I would like to place one additional caveat on my address. In terms of the larger title for the conference itself – that of "Administration for

a Humanistic Era" – I must confess that I have no magic bag of tricks from which I might dispense humanism in administration.

Dimensions of Administration

Broadly speaking, two principal dimensions of administration have been identified and each has its following. One is a rationality which places emphasis upon technicality. The formal organization is accorded primacy over Man. This is a view associated with Taylor's time and motion studies, efficiency experts, and the like. The other dimension of administration has emerged as essentially antiformal. It is associated with the human relations movement and emphasis is on the primacy of the individual. Here, the informal rather than the formal elements of the organization are stressed. An ordered structure is of less concern than the realities of people working within an organization. I believe that this second school of thought, the human relations school, dominates administrative practice today. Now, for purposes of study, this simple dichotomy, formal and anti-formal, does have an advantage in that we can submit to microscopic examination many of the processes of these separate dimensions. However, we may lose sight of the interaction or fusion of the two dimensions in the same way we lose the life of a creature when we dissect it.

This conference in its larger title, "Administration for a Humanistic Era", may well reflect a continuation of the human relations emphasis. I think it appropriate that, from time to time, we critically examine that emphasis and, indeed, be prepared to administer an ice-pack to the humanistic bruises. Though much of the literature on organizations deals with the inevitable conflict between the organization and the individuals within that organization, my own approach is somewhat different. Basically, I am in agreement with the point of view propounded by structuralists who view organizations as serving people. Structuralists have a respect for organizations. They realize there is a need to know and study them in order to utilize organizations for the benefit of people, but as with fire, organizations have both good and bad aspects. For both it is a matter of knowing how to use the good and minimize the bad. There are indeed many areas in which the interests of organizations are synonymous with those of the people who work within those organizations. And these are the areas which should be accented for the good of all concerned.

Allow me now to outline and illustrate a few basic and elementary tenets of the structuralist approach. I almost have to apologize for the simplicity and the brevity of the ideas. It is in the practical applications of some of these principles that one begins to gain an appreciation of the importance of the concepts. Dealing with school government, and with particular reference to the role of the central office, the basic premise to which I subscribe is that of delegating decision-making, particularly in administration, to the smallest unit competent to handle those decisions and to the unit closest to the area of involvement. To provide a specific example of this, neither the Department of Education nor school boards should decide when children go to bed. This is a decision which properly belongs in the home with the family. This principle has been given the ungainly label of *subsidiarity* by Coombs, Clune and Sugarman in *Private Wealth and Public Education*. Essentially, this means that, whatever can best be done at the school should be done at that level, as opposed to having those functions performed from a centralized location removed from the scene of the action. If we subscribe to the idea that central office should foster the principle of subsidiarity, what then is the role of a central office?

Briefly, and clearly, it should be (1) to provide advice and make recommendations to the board, and, (2) to carry out decisions of the board. These decisions, by the way, may be at variance with central office recommendations, but must be administered in the spirit of the board's decisions.

A central administration has two general approaches which it may use to arrive at recommendations to put forward to a board. These approaches are almost diametrically opposite. The first of these is described by the rather vague term **systems analysis**, which is an elaborate technique calling for the construction of alternative hypothetical solutions followed by attempts to forecast the implications of these various alternatives. It is a very highly detailed analytical approach and lends itself most readily to mechanical types of problems. However, it has been applied widely to areas of human endeavor. In particular, it has received real impetus in the United States Department of Defence, especially in the missile and modern weapons field. The approach is associated frequently with the "Whiz Kids", and the "Hot Shots". Often a pilot project is conducted as a base for predictions about a larger effort. Another reason for setting up a pilot project is that most of the solutions generated through the systems analysis approach represent such radical departures from the existing scheme of things, that one really has no way of predicting all of the consequences until some project experience is gained.

The second approach which a central office may use in developing recommendations to a board is that of *incremental analysis*, which is dependent upon the principle of subsidiarity. This is an older method and one which, to some extent, is being eclipsed at the moment by the systems analysis approach. It is a system of providing information back to a central agency. In the case of the central office of the school system, information as to the practices in the schools is required. On the basis of this information, and depending upon the nature of the problem, overall policy is modified. But policy is not drastically altered at any given time, rather it is reshaped by gradual modification. This approach has been documented extensively by Lindblom who describes it as change by successive increments, that is, marginal changes which come in small doses. The effects of the small changes can be evaluated before further changes are initiated. It is a method depended upon by most agencies which have developed budgets and programs over a number of years. A budget is developed by using last year's appropriations as a base and adding an additional percentage for the incremental change. By contrast, the systems analysis approach would be similar to what Wildavsky of the United States Department of Agriculture has characterized as "zero-order budgeting". Although a budget may have been several millions or even billions of dollars in the previous year, for the new budget, one starts from base zero and defends all the programs anew. It's highly complex; it's very expensive, and it's impractical in terms of the task of developing a totally new budget for a large organization each and every year. However, it does serve a valuable function in requiring a close and careful examination of the total operation. Furthermore, in a scheme of operation in which the principle of subsidiarity is in effect, people at the school level are involved in shaping and refining the decisions which affect the operation of that school. In addition, information is forwarded to the coordinating agency (the central office) which is responsible for the development of policies and guidelines for the entire school system. It is at this latter level that accountability to the people's elected representatives occurs.

Subsidiarity

The advantage to a central administration of the operation of the principle of subsidiarity is that it is an efficient way of getting work done at the school level as opposed to attempting to perform the myriad and minute tasks from a centralized location. Its principal advantage is that decisions are made at the school. Further, it gives us the information which we need. It does one other thing – it provides an avenue of appeal within the system to the central office level.

A failure to allocate duties on the basis of the principle of subsidiarity results in a log jam

A failure to allocate duties on the basis of the principle of subsidiarity results in a log jam of control at the central office.

of control at the central office. The usual cycle of events is that more central office people are hired; problems get worse; again more people are then hired, and a vicious circle begins. There is a classic example: On the basis of present hiring practices, the United States Department of Agriculture will have more employees by the year 2000 than there are farmers in that nation!

Two brief examples concerning school budgeting may help clarify the subsidiarity and systems analysis concepts. It had been a common practice in Alberta over the years for central administration to develop the budget with reference to the supervisory staff in charge of the different accounts. The schools were then given a standard list of items which they could requisition during the budget period. We in the Edmonton system used this approach with the same measure of success as other organizations. The difficulty with this operation was that the central office staff, by and large, had little indication from the schools (other than through informal channels) as to their needs and priorities. While we had some reaction from principals and teachers, we had no analytically-developed index or measure of school priorities. Some three or four years ago, this procedure was altered in such a way that the monies in a number of accounts were allocated on a formula basis to each of the schools. Then a degree of flexibility was introduced so that a principal could over-expend in certain accounts to a fixed percentage providing that the total budget of all accounts allocated to that school was not over-expended. By doing this, each school indicated its needs in terms of spending priorities. Further, the composite of all school spending in the city with respect to various accounts gave us some indication of actual school priorities. For example, if the school system budget for art supplies were set at $100,000 and schools had a 15 percent flexibility with respect to this particular account, the maximum amount of monies that could be expended at the school level for art in any given year would be $115,000, the minimum would be $85,000. *The board does retain overall policy direction.* Expenditures on art supplies would be between those limits. Yet the schools decide within that leeway exactly what these expenditures will be. As the total of art expenditures of all the schools approaches the $115,000 maximum, we have an indication that the schools place a premium on art supplies as opposed to supplies in other accounts. On the other hand, if the composite buying of all schools in the city indicated a movement toward the $85,000 figure, this would indicate a lower priority in terms of the accounts. This information can be used in subsequent years by the administration in the preparation of budgets and by the board in its deliberations. If an account were at the level of $85,000, and the board had made a decision to follow the school spending priorities, it could well reduce the $100,000 figure in a subsequent year to approach the $85,000 mark. On the other hand, if the board deemed that the level of the art program should not fall below $85,000, then the budget would remain at least $100,000.

Given this kind of operation over several years, definitive information emerges as to what the goals of the schools – as suggested by their budgets – happen to be. Further, administrators are given some definite information as to what must be done and what things must be encouraged, in order to implement board policy. From a systems analysis approach, we have said to each of our schools, "Look, if you're in sharp disagreement as to the allocation pattern as applicable to your institution, then make a case for expenditures on a program basis." Once approved, however, we expected a school to stick to its program budget and not to expect the flexibility built into the other system.

Before leaving this particular area of discussion, it is my belief that most of our schools

have been very much in favor of the approaches described here. A personal assessment on my part is that despite the difficulties we have experienced with respect to financial resources available to our system in the past three years, there is little doubt that these procedures for allocation of funds have served us well in meeting the problems we have faced.

Applicability to Other Levels

While the principles and procedures which I have put forward have been in respect to the central office and the local school, the same principles also apply to other levels of government such as the Department of Education and the school boards of the province. Permit me to deal with an example applicable at the school board level and then at the provincial government level. There is no doubt that a number of people question the size of the two largest school jurisdictions in this province. One idea advanced for coping with this kind of a problem is regionalization, that is, decentralization of a system. I submit that application of the principle of subsidiarity would militate against such a solution. Regionalization is bad, in that it introduces another level or layer of government. Furthermore, it removes decision-making from the scene of the action – the school level. It also tends to remove policy and guideline formulation from the elected board and its central administration. Therefore, I believe that, if one followed the principle of subsidiarity to its logical conclusion, there should be overall direction at the level of an elected control agency with the next level of operation or control that of the individual school and no intermediary such as a regional authority between the two.

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This principle can also be applied to the operation of the provincial Department of Education and its local school boards. The problem of regionalization, which I have referred to in respect to the larger city school systems, has its parallel in the regional offices of the Department. Again, the same principle which holds with respect to the local school systems applies here. These offices are in contradiction to the subsidiarity principle which should govern the operation of local school boards. Also, they impede the proper role of the Department of Education in being accountable to elected people. Again, as with the school systems, if the Department of Education finds it impossible to administer all the school jurisdictions in the province, perhaps the Department should farm out its responsibilities to a friendly neighboring province (if indeed Alberta at this point has any after the last several elections), or alternatively, examine its mode of operations to see if it is involved in many activities to which the principle of subsidiary might be applied.

My comments may seem rather pointed. However, I make no apologies since no malice is intended. The relationship we have enjoyed with the Department of Education has been very friendly. It has been one of mutural respect. I would like to think that our central office relations with our schools have been of a like nature, although I am certain some of the principals in our system might not agree. My reasons for these observations have to do with the current emphasis upon accountability. Accountability involves people asking pointed questions – questions such as I have raised about regionalization. May I submit to you that similar pointed questions have been asked by senior governments of local schools boards, too. As an individual working for one such board, I do not resent these questions. I simply must point out that, in turn, pointed questions are going to be put to our schools. Further, we can and should expect our professional teachers to raise questions as will our principals, our central office, and our Department of Education.

Let me turn to another example, again deal-

ing with the Department of Education. (I find this a natural thing to do, as it is always easy to see the other organization as the home of the "bad guys". It is less likely that one sees his own organization as housing the villains of the piece.) You may recall a Department press release in the early summer of 1972 which indicated that there were some 800 spare classrooms in the province. Well bully for that announcement! What was *not* said was that this number represented less than five percent of all the available classroom space in the province. Nor did the press release acknowledge that every single one of these classrooms had been individually approved by the Department of Education's School Building Branch. While there is some local involvement, the ultimate decision as to which buildings are built and when they are to be built is determined through the provision of funds by that Branch.

This is a situation in which there is obviously a need for the principle of subsidiarity to be applied. Admittedly, the application of the principle in Alberta would require provisions for differentiation among the differing sizes of school systems. To some school systems, the building of a school represents a unique happening. To others the building of additional school facilities is a continual operation. Is it not reasonable that, for these latter jurisdictions, monies be entrusted directly to them? Should not the responsibility for the provision of these facilities be assigned to those people most closely involved? They should make their priorities, and they should live by them. Surely this is much more to be preferred than to engage in, as we do now, a constant paper war between the two levels of decision-making. Might I add that this is a war which causes a time gap of five or more years between need and supply, and which occasions administrative costs which may exceed the allocation of funds for the actual building materials. The situation that I have outlined in respect to school buildings is even worse in the upgrading and renovation programs. I do not propose to dwell on these, but I do submit there is *no* way that the Department can get out of its present bind without an entirely different approach.

Having made these rather pointed comments, I will turn to the area of buses in which the principle of subsidiarity *has been* applied by the Department of Education. There are many facets of the present legislation on school busing with which we are unhappy, but, at the same time, I think it is fair to acknowledge that significant changes have been made. At one time, we in Edmonton were in the ludicrous position of mapping our attendance area and drawing lines down the middle of streets, through back alleys and apartments to decide who got a bus pass and who didn't. What this meant in practice was that of two people catching the same bus at the same bus stop, one would have a free bus pass and the other would not. This situation has been greatly improved as a result of provincial legislation which now enables local school jurisdictions to avail themselves of different options with respect to school buses. This is an example of the kind of local decision-making I support.

The position of ombudsman is another instance in which the pleas of people for redress against the "bad organizations" have resulted in a new fixture in the world of administration. As one pursues the line of reasoning which holds that organizations, which care more for themselves than for people, must be brought to heed the interests of people, an ombudsman is needed. It follows that to *really* have a people-centered organization, two ombudsmen, three, or perhaps four or more are required, to the point that soon *all* the people in the organization end up as ombudsmen. But it becomes apparent that each ombudsman can't know everything and that it would help if problems primarily in one area were assigned to one ombudsman, while problems in another area were assigned to another. Thus, in effect, the organization which was slated for destruction in the first instance is being neatly duplicated. This is not unlike the case of the New York bank which, because people phoning the public relations department wished to speak to the

"Vice-President", had one president and 50 vice-presidents, plus a few tellers. The issue is not whether organizations are bad and people are good, but rather the manner of operation of organizations. People dehumanize people.

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Conclusion

I started out to make the point that I was not against the humanistic approach in administration, but rather I felt that an emphasis on this single aspect to the exclusion of an organizational emphasis could have devastating results, and the very kinds of things which we hope to achieve by such an emphasis might well elude us. Emphasis on organization, and in particular on government, is critical. I firmly believe that governing bodies should be more directly accountable to elected people. In particular in education I refer to the Department of Education and to local school administration which are both held accountable to elected people. There is little need for creating intervening appointed bodies which tend to negate the function of the elected bodies. My emphasis on organization is in part a reaction to what I take to be the very strong people bias in the Report of the Commission on Educational Planning. The organizational dimension is vital to any level of government and it should *not* be underestimated.

One of the more significant departmental changes of the provincial government following the last election has been that of the creation of a cabinet position on inter-governmental affairs. Let me suggest that an equally forward-looking piece of legislation would be the creation of an intra-governmental agency to examine the various functions of the different units of government, with a view to retaining the principle of subsidiarity and ensuring that decision-making be retained at the closest level to the scene of the action. And while I may be appearing to lay blame, I don't know of any agency at the provincial level whose responsibility it is to look at government *per se*. Provincial Departments are assigned specific functions to carry out without reference to see how the total operation meshes with other levels of government. But, I digress.

Senior governments must have information on the operation of the local units. This information is for purposes of formulating policy and guidelines as well as for purposes of accountability. Having obtained the necessary information, there exists an ever-present temptation to use this information, not with a view to developing policy and guidelines, but to begin to administer at a distance. In government, we always have to be most careful of the inherent tendency to centralize upward and to remove decision-making from the local level where the action is. And here I point the finger as directly at local school boards as I do at the provincial government. And when I say that it is unique to study this, I should also caution that there are areas in which the principle of subsidiarity is not applicable. However, with careful attention to the selection of those areas in which the principle is both applicable and appropriate, we will wind up with the kind of operation for government which we should have. The reason that I make this point is that if one submits to subsidiarity an area that should not be given to that principle, the experiences are invariably devastating. Further, having been burned once, there exists an excuse for not applying the principle in areas where it is most appropriate and applicable. An analogy here may prove useful. Parker Brothers invented the game of Monopoly. In a sense, the rules they formulated serve as the policy which local executives (players) act upon. Were Parker

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Brothers to become players, the temptation would exist that the inventors of the game would use their rule-making prerogatives to mold the game to their advantage. But such a situation would not long endure. The conclusion is inescapable; the Parkers do not get to play Monopoly.

Let me conclude by saying that as an administrator working within a bureaucracy – and I do *not* feel that that word necessarily has a pejorative connotation – I make no apologies for the role an administrator has to perform. Nor can I disassociate myself from the organization in which I am an administrator. I cannot feel that I somehow am "good" and the organization is the something that is "bad" when the latter fails to function properly or is criticized for its efforts. As one of a number of people who work in that organization, I bear some responsibility for both its success and its failures.

Further, I have every confidence in the principle of subsidiarity, as developed here, as a means toward the definition of roles within the school system. From my vantage point at the central office level, I have been particularly impressed by the ready acceptance of enlarged roles when principals and teachers are given an opportunity to define their tasks. Indeed, I am heartened by the increased frequency with which I meet principals who not only accept or wish this opportunity, but also actually demand it. At the same time, these principals are increasingly appreciative of the role that the central office must perform on behalf of the elected representatives of the community and within the parameters set out by the provincial Department of Education. I am encouraged, too, by some of the actions of that Department which reflect an appreciation of the value of the subsidiarity principle.

I have dealt here with organizational roles at a number of levels. I have done this deliberately, for one cannot look at the role of the central office in isolation; that role must be seen in relation to both provincial and local school govenment.

What Future for Departments of Education?

RAY HARVEY

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Dr. Harvey has been President of the Canadian Association of Secondary School Inspectors and Director of the Canadian Education Association. He was Editor of the *Report of the Joint Committee on Higher Education* (Saskatchewan) in 1967. His university education was obtained in Manitoba and Alberta (Ph.D., 1965).

It has been "common wisdom" in some quarters that Departments of Education have had their day and, like the dinosaurs of Alberta's Drumheller Badlands, will leave only their bones for future inspection. Not so, suggests Harvey. Departments no longer interpose directly in the classroom as was once the case; their function has developed; their foci have shifted. But their importance has far from diminished. Harvey reviews the functions of the past, looks at current tasks, and then speculates on future possibilities.

I propose to use the following framework in discussing the topic. First, I shall remind you briefly of the historical origins of Departments of Education. Then using my own province of Saskatchewan as an example, I shall show something of the principal preoccupations of Departments in the last 60 years. Next, through references to Royal Commission reports, I shall attempt to give a glimpse of the current state of the most informed public and professional opinion. On these bases, I shall then comment on the developing role of Departments of Education now and into the remainder of this century.

Historical Origins

As you know, one looks to 19th century Upper Canada for the origins of the educational administration and governance pattern which emerged in western Canada in the 20th century. With the payment of the first colonial government grants to common schools (about the end of the first quarter of the 19th century) the base was laid for the format of central-local sharing of responsibility and authority in Canadian education. The early grants were made dependent on the fulfilling of certain conditions of teaching with respect to suitability of quarters, period of operation of the school, and qualifications of the teacher. It was then a rapid progress to licensing of teachers, extensive administrative controls on the operation of schools, prescribing textbooks, training teachers, setting programs of study, designing and administering examinations, examining standards of instruction and, of course, the growth of ever more elaborate and complete central record systems.

While it was true that during the Ryerson period there arose an organized and powerful central authority in education, there was also formal recognition by the state of the importance of an active and influential representative local authority in education. Real effort was made to encourage local authority and to have it accept responsibility for hiring teachers of quality and providing them, and the children in their charge, with decent quarters in which to teach and learn.

This sharing of responsibility and authority between local and central authorities has continued to be a practice in Canadian education over the decades. The Hope Royal Commission on Education (Ontario 1950) divided the elements of schooling into *interna* – those things inseparable from the nature, quality and standards of instruction in the classroom, and *externa* – those things that make it possible to bring the right pupil to the right school under the right teacher. A system was said to be decentralized when a large part of the *interna* was controlled by the local authority. *Interna* includes curricula, courses of study, methods of instruction, textbook choice, standards, and evaluation of progress including examinations. By this definition few would argue that there has been and is still steady progress (if that is the word) toward decentralization. However, a number of authors have pointed out the strong centralizing tendency of central government finance which is a constantly growing factor in educational operations. Mention has also been made of the centralizing effect of decision-making based on continuously increasing specialization in education.

There is a popular belief that decentralization is good and centralization is bad.

There is a popular belief, of course, that decentralization is good and centralization is bad. We do tend to have a bit of a centralization-decentralization pendulum in Canadian education, but in fact there are many aspects of education in which the trend toward decentralization has been fairly steady. This does not mean that the role of Departments of Education is disappearing. But more about that later.

Departmental Preoccupations: The Saskatchewan Example

Theodore Rand, a superintendent of education in both Nova Scotia and New Brunswick a century or more ago, said that it was the obligation of government to offer to the people a better education than the majority would spontaneously elect. By and large this has been the objective of Canadian provincial governments in the past century. The principal instrument of central government activity in education over the years has been the Department of Education. I have found it instructive to take the Annual Reports of the Saskatchewan Department of Education for the years 1910, 1930, 1950 and 1970 and examine them for evidence of the nature of the emerging role of that agency.

In 1910, the Saskatchewan Department of Education consisted of a deputy minister, a chief clerk and 16 clerks. About half the latter were women working at the stenographic level. There were already 2,268 organized school districts in Saskatchewan of which 254 were formed in that year. Teacher supply was pinpointed as the number one problem of the day. Although 393 Saskatchewan-trained teachers and 490 trained elsewhere were certificated that year, no fewer than 600 permits to untrained teachers had to be issued.

Obviously much of the energies of the 12 inspectors of schools must have gone into the negotiations necessary in setting up an average of 21 new school districts each. In addition there was always the task of badgering local boards into doing those basic maintenance and supply operations they were expected to do. However, despite these out-of-classroom duties, each inspector wrote long reports which pictured actual classroom situations. One gentleman wrote in part,

> Decimal fractions are scarcely ever used in the solution of problems. This is a great mistake, for in many cases problems can be solved much more easily and correctly by the use of decimals. For example, in computing the cost of a few feet of lumber or in reckoning the simple interest on a sum of money composed of dollars and cents, there is much less danger of making errors if decimal fractions are used than there would be if vulgar fractions were used.

I am sure the gentlemen of His Majesty's Legislative Assembly of Saskatchewan were pleased to receive this clear assessment of the state of education in their schools. Incidentally this annual report also contains a complete transcript of the course of study for the schools, the regulations under the School Act, and the examinations centrally set for that year.

The 1930 Annual Report indicates a growth of the number of senior officials in the department from the two of 1910 to 11. The number of inspectors was now 54. The number of school districts had grown to 4,939 with 68 formed that year. Normal school enrollment in 2930 was 2,554.

That year the deputy wrote in part:

> Looking back over the years one may note very substantial progress in the service given by our inspectors of schools. Inspection is no longer a matter of checking up, counting seats, measuring blackboards, listing equipment, and mere testing of pupils. The nature

of the inspectors' work is now one of supervision, and our inspectors of schools have been particularly aggressive in their study of educational literature and in post graduate study in order to be familiar with the best and latest trends in education.

Moose Jaw, one of three urban districts which now had locally employed superintendents, reported success with the use of the Winnetka Technique. An active correspondence school had 5,750 high school students enrolled.

By 1950, a deputy and 18 senior Departmental officials were listed in the Annual Report. There were 60 superintendents of schools and three high school superintendents.

There were now 5,212 school districts but 4,114 of them were included in 48 larger school units and already over 1,000 school districts were not operating. The days of the transition to larger administrative units had arrived and the great school centralization programs had begun. I know from personal experience that a large fraction of the superintendent's job was attending innumerable district meetings trying to prepare parents for the loss of the local school and the busing of their children, and then trying to put out the brush fires of criticism and recrimination after the deed was done.

In his overview for 1950, the deputy minister talked about new school construction, improved school libraries, conveyance, vocational education and composite high schools – some with dormitories.

This year marked the end of a six-year program of revision of the high school curriculum. Stress was laid on the success the director of curricula was having in involving teachers and even parents in the continuing work of revising the elementary school curriculum.

Teacher supply continued to be a problem.

There are sections in this report on Departmental activities in supervision, in-service education, guidance, teacher-exchange, visual education, technical education, school broadcasts, music, adult education, leadership training, physical fitness and recreation, drama, book bureau, School for the Deaf, Dominion-Provincial youth training program and student aid, as well as the usual administrative and statistical matters.

The 1970 Annual Report finds the central staff of the Department grown to the deputy and 62 senior officials – more than three times the number of 20 years before. There were now six regional superintendents and only 49 superintendents of schools, but there were now 20 locally employed superintendents.

The number of school districts had dropped from 5,212 of 20 years earlier to 4,323. Of this number, 4,273 were in larger school units, but in all of the jurisdictions of the province, there were now only 1,049 operating schools.

Instead of reciting a summary of the achievements of his Department for the year, the deputy used nearly the whole of his part of the report to discuss the current debate over the aims of education and the relationship of the schools to society. He concluded by saying that as a result of the seriousness of these concerns, the Department was concentrating on increasing its research and planning areas, was finding concrete means to encourage innovative practices and was involving the public in a re-examination of the aims and objectives of education.

The report spoke of new curriculum guides in industrial arts, technologies, and trades and business education, of revised textbook and film catalogs, the extension of teacher accreditation, the semesterization of high schools, the review and approval of modified courses of instruction developed in local school systems, research studies and pilot projects in various curricular fields, the work of program consultants in native education and

Teacher supply continued to be a problem.

driver education, of instructional resources such as tape libraries and educational television. The applied arts and sciences section mentioned a bewildering complex of programs, many of which had federal involvement. The research and planning report was the most extensive to date.

The financial section spoke of reviews of school board budgets and said:

> Experience gained from the last two years of budget analysis has indicated a real need for financial data on the basis of individual programs and services. The desirability and practicality of introducing a program-oriented budgeting, accounting and planning system for the use of boards to aid in their decision-making process and to assist the department in arriving at programs of financial assistance to school systems is being studied.

The Department has not given up its traditional role ... .

This over-long recital provides a glimpse of 60 years of maturing in a provincial school system. In 1910, there was preoccupation with providing the basic classroom unit and somehow staffing it; in 1930, administration had changed little, but the Department was taking pride in improving classroom instruction through better supervision by enlightened Departmental inspectors; in 1950, the Department was providing leadership in the move to better local administration through large school units and was encouraging centralization for better schools. Supervision was joined by leadership work from the Department in guidance services, audio-visual and other teaching aids, technical education and various special areas such as physical fitness, music and drama. By 1970, we find the deputy preoccupied with the aims of education in a new society, the Department stressing its planning and research activities and providing incentive grants for innovative projects in school systems.

If one were merely to compare the Department at these four milestones in terms of numbers of senior officials, he would have to say that the Saskatchewan system must surely be moving quickly toward greater and greater centralization. However, much in the activity of this vastly increased bureaucracy belies this. A good deal of the effort of these many individuals is going into investigation and development of tools and services for the use of greatly strengthened local systems. For example, the considerably enlarged curriculum branch works continuously with local systems personnel to produce suggested alternative course outlines, resource units and new strategies in the use of existing resources. Local systems, individual schools and teachers are producing programs and educational techniques which find ready approval from the curriculum branch.

It is perhaps significant to note that central approval is still required for these alternative programs. The Department has not given up its traditional role as guardian of standards of classroom instruction.

Perhaps the most revealing evidence of lingering centralism in Saskatchewan is given in the 1970 Annual Report reference to central budget review. We have seen a period in Saskatchewan when not only was local fiscal autonomy circumscribed by the complex provisions of a grant formula but also the actual disposition of those monies and local tax monies was reviewed and changes were required in some instances.

The conclusion to be drawn on the centralization-decentralization issue, then, might be that if one follows the Hope Report definition, the Saskatchewan system has become more decentralized, but if one includes finance in his frame of reference the scale is tipped back the other way to some extent.

Commission Recommendations on Departmental Roles

It is interesting to note that in 1960, the

... a few regional offices would be useful ...

Cameron Report in Alberta reported that briefs presented to it recognized the need for provincial leadership but objected to provincial control in such things as courses of study and textbook authorizations. It advocated the discontinuance of Departmental superintendents and the establishment of zone centers of specialist consultants and high school superintendents. It recognized the need for Departmental leadership in exploration of the utilization of new media for educational use, and its responsibility for shaping objectives, basic organization, and content of courses, but did not see Departmental leadership in the prescription of methodology, for differentiated curricula and alternative bodies of knowledge, or even for proposed procedures based on research and expert opinion. It endorsed continuance of textbook authorization, operation of the textbook bureau and the correspondence school. It recommended an office of adult education in the Department and the continued administration and finance of special education.

Obviously the Cameron Commission envisaged a major leadership role for the Department in the '60s. As we know, much of what was advocated has come to pass, and in 12 short years we have gone beyond the stage of development visualized by this astute group.

Ontario's Hall-Dennis Report of 1968 seemed quite revolutionary four years ago. It called for a child-centered continuous learning experience with curriculum developed in broad areas largely by the teachers and pupils themselves. The report advocated a massive shift downward from Department to local system in educational responsibility with a much-simplified grants structure and much more local fiscal autonomy. It called for a radical reduction in the size of the central staff with an accompanying shift from administrative preoccupation to policy development. The Department staff should be a highly sophisticated problem-solving group organized into a constantly changing pattern of task force groups working with local officials to solve major problems. It was felt that a few regional offices would be useful as resource centers to assist in the communication of ideas and innovations. Central to a restructuring of the Department would be the building of a strong planning research and development section which would work with the Ontario Institute for Studies in Education and local systems in long term planning, short term research, and in the development of demonstration centers for the dissemination of new processes and procedures.

But the Hall-Dennis group does admit that in the interests of children, the Department must reserve some regulatory authority. In addition there will always be large and pervading problems such as the development of educational TV, that require the kind of centralized and coordinated attack which only a provincial Department can lead.

With the passage of only four years of time, Worth, in his fascinating report *(A Choice of Futures)*, has been able to show us that the "large and pervading problems" of education are a good deal more large and pervading than just solving problems of educational TV – not that I think the latter is a minor one. Rather it is a part of a greater one.

The Worth report is a milestone in many ways. It takes the most searching look at the fabric of our society of any report of which I am aware and, on the basis of conclusions drawn about the society, it discusses what must happen in education. Its emphasis is on lifelong learning rather than just the traditional school system – on personalized learning experiences acquired through recurrent education which will see a layering of formal studies, gainful employment, and leisure activities over the full life span. This implies equalizing educational opportunity between old and young. If education is to contribute to humanistic values and the person-centered society to which people aspire, the whole process of education has to shift emphasis from today's institutionalized

mode to greater reliance on the membership mode and more especially the autonomous mode where control of the learning situation is in the hands of the learner. This requires massive shifts in deployment of human and physical resources to provide students of all ages and in all locations with their learning tools. Schools will become local resource centers; regional resource centers must be developed and vast new provincial resources such as the Alberta Academy, Early Education and ACCESS must be structured and made operational.

Worth asserts that decentralization from central to local authorities must be extended; shared decision-making within local jurisdictions and between control and local authorities should become the practice. He claims that activities performed at the provincial level must be confined to those which cannot effectively be performed at the local or institutional level.

But the tasks envisaged for the provincial level are awe-inspiring to say the least. The leadership task involved in moving the whole system mentally and physically toward the forward-looking stance described in the report is staggering. Obviously such leadership will be shared by all levels and groups in education and society – the professional teachers' association must contribute a great deal – but there is no question that much of the initiative and drive must come from Departments of Education.

As Worth says, planning is crucial. The modern Department must have a strong planning unit which will take an open and pervasive approach to planning with all those involved and affected – inputs from the grassroots level need to be deliberately sought and assimilated. The unit must constantly weigh these and other inputs to identify priorities and then devise alternative policies to best meet changing needs.

Developing Roles of Departments of Education

Some of the greatest and earliest changes must occur in the field of post-secondary education. Several provinces have now realized the enormity of the tasks to be undertaken here and have created second Departments of Education to concentrate on the post-secondary field. One thing that I might have commented on when I reviewed the Saskatchewan Annual Reports is the complete absence of any reference to the university in these reports and the very meagre space given to adult education other than technical education. The function of the new Department is to bring post-secondary education into the mainstream of public concern and participation and to effect integration such that we are indeed able to think and act in terms of a life-long educational pattern.

Obviously Departments of Education are going to have to attract the best planning, organizing, research and development, budgeting and evaluation brains available if they are to carry out the leadership, integrating and control functions which the developments toward the new humanistic era require.

Let me illustrate from just one area of educational effort. We now have university extension departments, institutes of technology, colleges, agricultural schools, high schools, many government departments and myriad voluntary agencies all involved in bringing part-time learning opportunities to adults. No doubt there has already been some unnecessary overlapping and competition in this field, but by-and-large the duplication has not been a great source of worry because the field has continued to be generally underserved. With the further maturing of the supplying institutions and the possible entry into the field of new ones such as the Alberta Academy, the need for rationalization now has become acute. Leadership in the rationalization process will come from Departments of Education or Advanced Education and it will operate at at least two levels. Central planning will find reflection in grant structures. Regional or local planning will be aided by Departmental officers working through interim task forces or regional planning offices.

In Saskatchewan we have high hopes for our new community colleges as coordinating

agencies in the adult education field. These will become the regional foci for all adult education. They will do a great deal of programming themselves. They will undertake contractual arrangements with university and technical institute extension departments for their regions. They will become local seminar and resource centers for provincial programming of the Alberta Academy type. Their programming-budgeting will come under review by the Department of Continuing Education, thus providing an effective rationalizing mechanism to ensure planned growth.

the central authority. Secondly, methods of financing are likely to continue to contain a significant element of central control. In my province where, as the excerpt from the 1970 Annual Report showed, we are not as far advanced as Alberta in instituting program budgeting in either local or central government, there appears every indication that even through the process of implementing some form of PPBES, a continuing central control will be exercised.

Regardless of the real degree of decentralization, it is abundantly clear that Departments of

In a very real sense Departments of Education have a dual role in the education process.

In a very real sense, Departments of Education have a dual role in the education process. Not only must they provide leadership in planning and action, but also they must operate as privileged pressure groups in the political structure of the province. When a Minister of Education persuades his colleagues in Cabinet to introduce new legislation or to take significant Order-in-Council action to effect change in education, it is more often than not because his deputy, as permanent head of his Department, has persuaded him to do so. This function tends to be taken for granted, but it is by no means unimportant.

A final word on the centralization-decentralization issue. One can sympathize with the philosophy and argument of both the Hall-Dennis and Worth reports that lead them to advocate decentralization. In the final analysis, if the autonomous mode of learning is made possible we have the ultimate in decentralization. Further, if local authorities are to provide adequate resources for real individual freedom of choice, they must have elbow room for local decision-making. But there will remain at least two rather strong centralizing tendencies. The provincial share of resource development and delivery through such agencies as the Alberta Academy, ACCESS and Early Education will tend to make all learners heavily dependent on Education will continue to play a very important role in "bringing to people a better education than the majority would spontaneously elect", to use Rand's words again. The Department must continue to shoulder the responsibility of "putting it all together".

Teacher Education and the Schools: Reconstructing a Relationship

MYER HOROWITZ

Dr. Horowitz was appointed Dean of the Faculty of Education, University of Alberta, on July 1, 1972. Prior to that appointment, he was Chairman of the Department of Elementary Education of that Faculty. In addition, he is Chairman of the Canadian Committee on Early Childhood; a past President of the Early Childhood Education Council, ATA; Chairman of the Advisory Committee of the Centre for the Study of Mental Retardation at the University of Alberta; and Project Director of the Tanzania Teacher Education Project sponsored by the Canadian International Development Agency.

Formerly Assistant Dean and Professor at McGill University, Dr. Horowitz received his Doctorate in Elementary Education at Stanford University and his Master's degree in Educational Administration at the University of Alberta.

A strategy for improving the preservice preparation of teachers, particularly the field experiences component, is developed by Dan Horowitz. The strategy has two aspects. First, it is the responsibility of the various corporate entities with a stake in teacher education – teachers' organizations, universities, trustees' associations, Departments of Education – to set aside parochial concerns, and work toward policies which support the work of teachers, education students, and others directly involved in preservice teacher education.

Second, effective field experience programs integrated fully with the overall preservice teacher education program will be created by small groups of teacher educators and their students, working closely with field personnel, not by policy dicta laid down at the provincial level.

Examples of programs at the forefront of professional practice are given, together with an analysis of five issues, the resolution of which is essential in the development of quality field experience programs.

A Dean's Nightmare

The Bow River Valley and the imposing mountains provide a spectacular view from my room at the Banff Springs Hotel. Before I went to bed last night I looked out and could barely see the peaks on either side of the chasm, but the darkness did not prevent me from seeing another chasm. I thought of the theme of this conference – "Across the Chasms: Administration for a Humanistic Era" – and I became more than a little depressed because of the chasm many see between teacher education and the schools.

I'm sure I lost all sense of perspective as I tossed and turned in bed, for I felt that we in teacher education are being held more responsible than we should be (by trustees' organizations, teachers' associations, the public, government, and Commissioners) for the state of education today. No wonder my own scream awakened me at three in the morning!

In my nightmare I had a vision of the Bow River chasm. Faceless people were attempting to build an extremely long bridge across the chasm from the top of one mountain to the top of the other. No individuals could be identified. One group of inanimate corporate beings, following their own plan, was pulling toward one of the peaks – I believe I recognized the teachers' association crest on their sweaters. Another group (the trustees) was building the bridge based on a different plan. No wonder the spans from the top of each of the mountains didn't quite meet. The shaky bridge over the chasm was getting direct hits from creatures in long white robes with angels' wings. Some were carrying the symbols of the provincial Departmental authority, and one was carrying a copy of the recent Commission Report (no doubt purchased in a supermarket, for it was stained with ketchup and mustard). And during all of this, the clouds were getting darker and Saint-Saëns' *Danse Macabre* was getting louder and more ominous. With every strident chord another student was tossed from one end of the bridge to the other.

A little character, wearing the green and gold of the University, was attempting to hold up the bridge. As the pressures increased from the sides and from above, his strength decreased, and soon the bridge collapsed. Everyone fell thousands of feet into the Bow River. It was then that I screamed and awakened in a bath of perspiration.

I showered, walked the floors of my hotel room, stared at the chasm, and felt much better as I realized how foolish nightmares can be. Everything was wrong in that disturbing dream for there was no reference at all to the many important areas of agreement among teachers, trustees, the Department officials, and the uni-

versities. We are all agreed on the importance of teacher education; we all recognize the need for extended quality experiences in the schools; we all welcome the desire of the profession and school systems to become more involved in the planning and implementation phases of the field experiences component.

Quality Field Experiences: Some Examples

At the University of Alberta, the programs which have been introduced during the last few years emphasize the field experiences component. Most of the students in elementary education have a sequence of field experiences during the first three years of the undergraduate program. During the first year, several half-days are spent in a number of elementary schools during one term. Students are engaged in observation of specific aspects of the school and they participate in selected activities. The main purpose is to assist students in reorienting their outlook from that of student to that of teacher. In the second year of the B.Ed. program, students spend two half-days each week for a five week period during each of two terms. Seminars are held to link the course work with the field experiences. The main purpose is to have the future teacher gain competency in individual and small-group instruction. The third year B.Ed. students are in the schools three half-days each week for one term and five consecutive days following the academic year. The main purpose is for the student teacher to gain competency in a wide range of skills necessary for classroom teaching.

Many feel that the program does not provide for students a satisfactory extended field experience, and so, during 1972-73, a special program was planned for 25 third-year students. The entire year is devoted to studies in the Faculty of Education. A team of instructors from the Departments of Elementary Education, Educational Psychology, Educational Foundations, and Educational Administration, together with the teachers and principals from a number of schools, is responsible for all of the learning activities. The students spend 10 of the 28 weeks in the schools. An attempt is made to integrate the sessions in the various professional fields. The courses in general curriculum and instruction and in the foundation areas, the workshops, the field experiences and the weekly integrated seminar are all developed around a number of themes identified in the Worth Report: learner and learning, self and society, basic competencies, and special competencies.

During the second term, about 20 students in their third or fourth years of the B.Ed. program in secondary English are assigned to schools outside the Edmonton area. The curriculum and instruction seminar in English is conducted one day each week in one of two field settings. On a second day, students work on assignments related to the field and to the seminar. The remaining three days each week are spent in the schools.

For several years, extended field experience programs have been available for students in the after-degree programs. One group of students this year concentrates on teaching in open area schools. In addition to the time spent in schools during the formal student-teaching periods, each student offers assistance for one half-day each week all year. A second group of students in the after-degree elementary option spends part of each morning in one of two schools right through the year.

At the secondary level, after-degree students in English, modern languages, home economics, and mathematics are involved for one term in field experiences and related seminars in curriculum and instruction. The program in each of these four areas is unique with regard to details, but each attempts to integrate methodology with extended field experiences.

Some Issues in Field Experience Programs

What do these programs have to say about teacher education? If we are aiming for quality

If we are aiming for quality field experiences, then it becomes necessary to raise a number of issues that may help us avoid serious problems.

field experiences, then it becomes necessary to raise a number of issues that may help us avoid serious problems.

Integration. While extended experiences in the field may be essential for a quality teacher education program, they are not sufficient. The key issue has to do with the ability of the future teacher to integrate what he learns in a variety of settings. This has major implications for the extent to which the courses in the Faculty of Education are related to those which the student takes outside of the Faculty, and, within the Faculty of Education, the extent to which the professional courses are related to the field experiences. For me, this suggests that it is essential for the extended field experience to be seen as part of the total program.

Sequential experiences. The future teacher should have a number of different field experiences over a period of time to help him make the transition from student to teacher. His early experiences should give him an orientation to education in different settings, at a variety of grade levels, and in more than one subject area. No matter how valuable the extended field experience is, the beginning teacher requires special help during his first few years of teaching. A poor initial assignment or a particularly heavy instructional load may crush a first-year teacher.

Supervision. The nature of the supervision more than anything else determines whether the student experiences something approaching high level internship or lower level apprenticeship. The future teacher needs help from sympathetic professionals, both from the school and the university. If the professional studies at the university are to be related to the field experience, then staff from the Faculty must be involved in the supervision of the students. The major supervisory effort, however, must be provided by the teachers and the principals in the schools. Too often, we assume that a good teacher will automatically be an effective supervisor of student teachers. That is not necessarily the case. Cooperating teachers deserve help in preparing for the supervisory role.

Interaction. New approaches will have positive results only if people are able to interact. The size of the group of student teachers should be sufficiently small so that it is possible for the students to know each other. His peers often represent the major influential group for the student teacher. Whether or not he can identify with other students and get support from them may seriously affect the value of his experience.

Cooperative planning. While the primary responsibility for the preparation of teachers is that of the Faculty of Education, school systems and their teachers and administrators must be involved in developing the program. I do not underestimate the value of a representative provincial body, similar to the Board of Teacher Education and Certification in Alberta, or the value of a joint committee at the university level. I feel, however, that the main purpose of the superstructure is to enable individual faculty consultants to work closely with individual cooperating teachers and principals on imaginative programs for their students. Clearly, to accomplish this goal, control is essential both within the Faculty and within the school systems, but we must constantly remind ourselves that the purpose of this control is to facilitate learning.

A Concluding Statement

As I looked out the window early this morning, during that period following my nightmare, I thought about our attempts to build bridges between the Faculty and the schools. When I returned to bed I had no diffi-

culty falling asleep. And when I did, I had a sweet dream. The Bow Valley chasm was still there, but many bridges were being built across the river. Each was modest and much shorter and was being built from the base of one mountain to the base of the other, rather than from peak to peak. The builders were people – real people – and I could recognize cooperating teachers, principals, students, professors, trustees, Department officials.

The corporate beings were still around, but they were high up above the river, locked arm in arm, looking down upon the bridges being built, and smiling with pride, for they had arranged the scene. Their reflection in the water below gave the impression that their circle formed the essential support for all the bridges.

The sky was bright. I could hear the optimistic music of Beethoven's *Ninth Symphony*. And as I relaxed and became more content, the baritone began to sing the introductory recitative of *Ode to Joy*:

O Friends, no more these sad tones!
Rather let us raise our
voices together, and joyful
be our song.

Ad Hocracy: New Organizational Forms for Problem - Solving

ROBERT BRYCE

Dr. Bryce is an Associate Professor in the Department of Educational Administration at the University of Alberta. His interest in task forces sprang initially from his military service (RCAF) and has grown throughout his career in education.

Dr. Bryce is co-editor with Dr. Gordon McIntosh of *Challenge*, the official publication of the Council on School Administration, ATA.

What will be the characteristics of the "humanistic" organizations of the future? Will the dawn of a humanistic era bring with it the decline and disappearance of bureaucracy as the basic form of large-scale organization? Are the so-called "temporary systems" an emerging alternative to bureaucratic organization? These questions are considered by Dr. Bryce as a context for detailed analysis of the task force as a means for problem-solving in education.

After outlining the characteristics of task forces and the reasons why task forces are created, Bryce develops two specific examples of the uses of task forces in problem-solving, one drawn from the military, the other from industry. He then discusses two different ways in which task force strategies can be applied in education.

In the first, Bryce is concerned with the organizational "hardening of the arteries" which is all too frequently the unanticipated outcome of innovative projects. He contends that such projects should be organized on the basis of task force principles and that we should "be satisfied with their temporary benefits rather than endure the frustration of a search for a permanent organizational structure ...."

In his second application, Bryce discusses the way in which task force principles can be used to organize an instructional program as an alternative to the present static structures of schooling.

> We are in fact witnessing the arrival of a new organizational system that will increasingly challenge and ultimately supplant bureaucracy. This is the organization of the future. I call it "Ad-hocracy."
> (Toffler, p.125)

Project management teams, "self-destruct" organizations, disposable units, and temporary systems are among the names given to those groups which Toffler heralds as the organizational style of the future. The *task force* is the quintessential form. To reduce ambiguity of terms and to delimit the topic, it is this latter organizational form which will be discussed in this paper.

However, because the term "task force" has become as amorphous in meaning as it is ubiquitous in usage, it is perhaps useful to establish an "ideal type". It is the purpose of this paper to attempt that task, to provide some operational examples of task forces, to comment briefly on Toffler's predictions, and finally to make some limited suggestions as to the use of the task force as an educational strategy.

Task Force Characteristics

The "ideal type" of task force may be said to have the following major characteristics:

1. The organization is deliberately designed as temporary. Conditions for termination are established at the outset.
2. Members are drawn from ongoing organizations to which they expect to return after the task force is terminated.
3. Roles and relationships among members are not established by precedent.
4. The task force has a specific mission to accomplish.

A genuine task force, then, will have these major characteristics, albeit differences in degree will exist. Other characteristics will emerge when examples are given.

Some elaboration may be helpful.

In respect to termination, it should be understood that from the moment an individual joins a task force, he is aware that he is engaged in an enterprise where the set of relationships is of limited duration. While no organization can be said to be "permanent" in the sense of being immutable, the task force is deliberately de-

signed to terminate within a fraction of an individual's normal work span.

The three common categories of termination are time-linked, event-linked, and state- or condition-linked.

A task force for which termination is time-linked is simply one which ceases to exist on some predetermined hour or calendar date. A conference might be an example of a task force with time-linked termination, providing the other criteria are met.

Event-linked termination means that the task force comes to an end when some particular event occurs. Usually the event is established as the objective or goal of the task force. Canada's volunteer fighting forces of World War II had this task force characteristic for at the end of the hostilities, the members of the forces were demobilized and returned to their civilian occupations. Most importantly, the members held from the outset the expectation that a particular event – the end of the war – would mean the termination of their association with the armed forces.

If a task force disbands when the conditions which promoted its genesis no longer obtain, then it is said to be condition-linked. Such a case might be a welfare agency which has been set up to offset the effects of a temporary depression. With the return of prosperous times – a different state of affairs – the agency may be redundant and be disbanded. The suggestion has been made (no doubt by some wag) that a "condition-linked" task force closest to the ideal type is the love affair. When the condition or state which gave rise to the "task force" no longer exists, the members part company!

When the condition or state which gave rise to the task force no longer exists, the members part company.

The expectation held by task force members of returning to their "home" organization is a characteristic which will bear further examination when consideration is given later to the relationship between bureaucracies and task forces. Suffice it to say at this time that, in the ideal task force, members are conscious of being seconded persons.

Again in the ideal situation, prescribed roles and relationships do not exist for task force members as they would in, say, a traditional bureaucratic structure complete with organizational chart and staff handbook. Yet of late there has been a "task force role" which has gained some general acceptance. This is the "task force manager"

The latter's role can be described as that of facilitating or process-serving; his function is that of coordinating and supporting the efforts of the others. However, for the regular task force members, roles develop essentially as a result of the interplay between task requirements and personal ability. Thus a quite junior member may, by virtue of expertise, wield power out of proporton to his credentials, time in service, former office, or whatever the usual prerequisites to authority required in his home organization.[1]

Specificity of mission is by no means exclusive to task forces. Nevertheless, because the task force is doomed to extinction from the outset, it is reasonable to suggest that those functions essential to the continued viability of an organization (Katz and Kahn[2] list seven in addition to primary task performance) receive far less of the organization's energy than would otherwise be the case. Consequently, the prime mission or task is central for all members.

While the characteristics noted above (temporary nature, open structure, seconded

[1] The rise of Phil Esposito to the position of leader of Team Canada may have been predictable on the basis of past performance; but Paul Henderson's right to ice time was a function of his performance during the Canada-Soviet series.

[2] Daniel Katz and Robert L. Kahn, *The Social Psychology of Organizations* (New York: John Wiley & Sons, 1966), p.86.

membership, and specificity of mission) are not unknown in other types of organizations, their presence in generous measure is required to justify the term "task force" as described here. When these characteristics are not present or only weakly represented in an organization dubbed a task force, then one is likely to conclude that the designation arises more out of respect for fashion than for function.

Why Task Forces?

In 1972, "Team Canada" was created to carry Canadian hockey to the Soviets. In 1971, the surprise victors in Alberta's provincial election created several "task forces" to take stock of various government departments after they had operated some 30 odd years under Social Credit rule. Expo '67, the Apollo Moon Project, and, before that, Hilary's Mount Everest expedition, were all to one degree or another task force enterprises. And of course Walter Worth made extensive use of this practice in the work of his Commission.

Why task forces? Clearly, in the above instances, a major reason was the absence of any on-going organization especially attuned to the short-term goal accomplishments required.

The introduction of "flexibility", then, is often given as the reason for the creation of a task force. This may simply imply that an organization has no existing means to exploit, say, a technological breakthrough or to deal with some entirely new state of affairs. However, "lack of flexibility" may also be a euphemism to describe an organization so preoccupied with self-preservation that it can no longer address the objectives it was designed to achieve.

There are other reasons advanced for the use of task forces. Those who support such tenets as "participation in decision-making", "decentralization" and "meaningful involvement" may find a common ground with the task force advocates. The lack of a formal structure coupled with the usual small size of a task force permits an opportunity for involvement not common in other organizational formats.

Toffler emphasizes the value of temporary systems to the specialist who can satisfy his commitment to his profession through the unstructured task force much more readily than through the channels of a bureaucracy. (1970, pp.146-148) Further, in the absence of a tightly structured hierarchy where "office" and "ability" tend to be equated, leadership roles are more closely related to expertise. This may have special appeal to the individual who feels his leadership potential has little hope for early exposure in an encrusted bureaucracy. Further, it is not only the formally trained and accredited expert (the professional) who may find in task force service a role more akin to his ability. A structure which evolves in response to the exigencies of a task may prove an excellent vehicle for the emergence of the "non-accredited" expert. Thus, individuals may for a time undertake roles denied them in more formally structured organizations where the correct diploma is a necessary license to perform.

It should be noted in passing that the person who would not himself undertake to work in a task force may also find an element of satisfaction in the use of such procedures within his organziation. After all, it is much less threatening to have potential upstarts "playing at boss" in an organizational unit of no permanency than to have these same individuals pressing against the regular (protective) channels of the on-going structure.

Another advantage to the home organization lies in the potential of the task force for drawing forth the members' capacity for effort during their commitment to a short-term project. It is only to be expected that where a position is seen to continue into perpetuity, the occupant learns to pace himself and even out his load. But this option may simply not exist when the whole structure has a limited life. In the case where every flip of a calendar pad means one less unit of fixed lifetime, the pres-

Where every flip of a calendar pad means one less unit of fixed lifetime, the pressure for task completion may be extreme.

sure for task completion may be extreme.[3]

To this point, I have put forward a few arguments as to the "why" of using task forces. A brief look at two cases will serve both to illustrate these points and to refresh our understanding of task force characteristics. The first case describes an early and somewhat unsophisticated use of the approach. In the second instance there is a deliberate attempt to take advantage of task force characteristics.

Case No. 1. In 1942 during the Second World War, Barnes Wallis, a British inventor, explored the idea of breaching the dams above the Ruhr. The intent was to flood the industries of the Ruhr, deprive the area of its water reserves, and in total, seriously disrupt Nazi Germany's capacity to wage war.[4]

Two very difficult problems had to be overcome. The first was to design and construct a powerful explosive device which could be made to sink immediately next to the face of a dam and thus destroy a massive concrete structure. The second was to deliver the explosive device to the target.

Barnes Wallis did design a very special kind of aircraft bomb which could do the job if it were dropped at a very precise height (60 feet from the surface of the water), at exactly the right distance from the dam, and at a speed which was not to vary more than a couple of miles per hour from that specified (240 mph). However, to ensure any chance of getting enough aircraft through the German fighter defences, the whole operation had to take place at night. The bomb was fairly quickly constructed, but regular squadrons could not guarantee that the delivery problems could be solved. Maintaining an exact height at night over water and determining the precise point of drop from that height were problems beyond the existing state-of-the-art. Accordingly, a special squadron[5] was formed (later to be known as the "Dam Busters") to attempt this single task.

The men chosen were acknowledged experts. Some were known to be "troublemakers" in their own units in that they had little regard for the niceties of rank and protocol in getting on with their job. Others of a quite senior category willingly withdrew any claims of rank in order to participate on an operational level in a task demanding their utmost in skill and determination. The first members of the group in turn helped select others. When fully manned, the special unit got on with solving the "delivery problems". These problems had to be solved within an extremely short time for variables of season, moon, and water conditions dictated that if an attack were to take place, it must be mounted within one or two days of May 15, 1943.

And of course they were solved: a navigator and a "boffin" came up with the means of maintaining an exact height over flat water[6] while a sighting expert, a gunner, and a carpenter designed and built a simple device which

[3]It may be argued that a deadline in a traditional organization may have much the same effect. Certainly, for those of us who use self-imposed deadlines as an impetus to effort, this has credibility. However, there is at least a difference in degree between a deadline where the organization will continue to exist as compared to a task force where the "deadline" is the end of that structure itself.

[4]This account is taken for the most part from Paul Brickhill's book *The Dam Busters* (London: Pan Books Ltd., 1954).

[5]617 Squadron under the command of Guy Gibson, a "project manager" whose fame alone was sufficient to attract men of a very high caliber. Air Marshall Tedder Harris noted that the squadron was formed for "one specific purpose with a weapon designed specifically for that purpose". (Brickhill, p.7)

[6]Two converging light beams "touched" at exactly 60 feet.

gave the bomb-aimer a means of knowing when he had reached the required distance from the face of the dam.

The raid was carried out and the dams breached in what has been called the epic air attack of the war. Such was the success of the venture that the squadron was not disbanded as originally planned, but was kept intact to carry out very special bombing roles throughout the rest of the war.

As first constituted, the Dam Busters could claim most of the basic elements of a task force. The members were given to understand that this would be a "one-shot effort" and they fully expected to return to their former units once that task had been accomplished. Further, a termination date had been set. As one might expect of a military organization, roles and relationships were prescribed. But not entirely, for the demands of getting the job done meant that normal chains of command had to be short-circuited. Expertise had to be given its due, and it was.

But the success of the operation led to a decision to keep the unit intact. This action, while understandable, violated the temporary-nature characteristic of the task force and thus created something quite different. Could the unit continue to invest other projects with the energy, resourcefulness, determination and courage demonstrated on that moonlit night in May 1943? Or would the members pace themselves, knowing that each project was but another in a series which would terminate only in some hazy "war's end"?

An answer to this question must be purely speculative, but we do know that never again was the squadron to perform a feat equal to the breaching of the Ruhr dams.

Case No. 2. The second example (a brief one) draws attention to how a very large corporation (in this case North American Aviation Incorporated in California) makes use of the task force concept as one among a number of organizational techniques that can be drawn upon as the situation requires.

Along with other aerospace companies, North American recently competed for NASA contracts totalling some $5.5 billion to build a space shuttle vehicle to be operational by 1976. (*Time*, August 7, 1972) Together with its subcontractors, North American invested some $40 million in a number of task forces designed to prepare a case for presentation to NASA.

One task force, for example, was charged with preparing a visual presentation. The task force manager for this group was instrumental in gathering together skilled people from within the company, plus outsiders "borrowed" for the exercise. Resources and facilities required for the task were secured. When the date for presentation arrived, three color movies had been produced. Other task forces had been hard at work throughout the company. Some individuals were said to have worked seven days a week and up to 48 hours at a stretch to meet their objectives.(*Ibid.*)

In early August 1972, NASA announced North American as the contract winner. The company hosted a marathon champagne party and then, as we understand it, disbanded their very successful task forces.

* * *

Task forces are demanding, enervating, and possibly expose one to failure. But for all that, work on a task force nearly always is fun.

In these examples, and in the discussion of the "why" of using temporary systems, one major point has been only lightly touched upon: task forces are fun. Certainly they are demanding, enervating, and possibly expose one to failure. But for all that, and perhaps in part because of it, work on a task force nearly

always is seen in retrospect as exciting, stimulating, interesting, and fun. In the stultifying routine of the large organization, the task force can create a chance for what Reich calls the quest for randomness that man must have in an otherwise ordered world. (Reich, 1970, pp.103-104) And in that quest, the membership often develop an *esprit de corps* which may well continue long after memories of the task objective have faded.

Worth, in the report of the Commission on Educational Planning, recommends the use of small task forces in advanced education (he calls them "learning alliances") and cites the stimulation of membership as one advantage. (1972, p.202)

The intensity of effort, the close human interaction – encouraged no doubt by the absence of those formal lines of communication which stand between man and the pleasure or pain of more direct relationships – surely contribute to what, for many former task force members, has been the high point of their work experience.

While willing to grant the positive rewards of temporary systems, both Toffler (1970, pp.148-151) and Slater (1968, pp.77-96) raise questions as to the social consequences of men moving regularly from one temporary system to another. Stability, security and permanence are the price to be paid for task forces. But these authors, along with Bennis (1968), base their concern upon a projection in which *all* working organizations are of the task force type. This projection surely warrants examination.

movements which claim to offer universal solutions, we can at least subject the idea to careful scrutiny.

The ideal task force as described in this paper is the child of a larger, normally tightly structured social order. The attractive qualities of the task force exist in contradistinction to, but not necessarily in contradiction of, those of the "home" bureaucracy. To say that flexibility is a virtue in situations where a technological breakthrough is to be exploited is not to deny the virtue of stability to those awaiting a regular pay check. To enjoy the interpersonal relations of a small group is not to dismiss the comfort of equal treatment before an impersonal bureaucracy.

Further, should temporary systems such as task forces become the *modus operandi* of organization surely there will be a fossilization of procedures and roles. I would hypothesize that just as surely as the "task force manager" has become more a description of a position than of a person, standardized norms of behavior and performance would develop throughout a permanent world of temporary systems.

It seems a habit of Man to impose ritual in the structuring of his relationships, ritual which often becomes a purpose in itself long after the *raison d'être* has vanished. Is it not reasonable to suggest that Man will attempt to ease Toffler's future shock through a set of standardized procedures, chains of command, and other organizational impedimentia?

This is not to argue that the compelling

What we are likely to see is not an either/or struggle between bureaucracies and temporary systems, but rather a balancing between the two.

Task Forces versus Bureaucracies

This paper began with Toffler's claim that we are now witnessing the demise of bureaucracies and the rise of temporary systems. While it is hardly valid to reject the claim on the basis that the world already has a surfeit of new

reasons for temporary systems (rapid changes, technological breakthroughs, and the like) will not arise as the futurologists claim. The counter suggestion is that there are other factors which must be entered into the equations by which one predicts the organizational forms of the future. Perhaps what we are more likely to see

is not an either/or struggle between bureaucracies and temporary systems, but rather a balancing between the two. The recent Opportunities for Youth and Local Initiative Programs may be hailed by some as harbingers of the temporary systems world. But it is as well to point out that these, and similar short-term projects, stem from a federal bureaucracy that has a well deserved reputation for durability.

In *The Human Zoo*, Desmond Morris (1969) describes Man's struggle for a balance between existence in the dehumanizing, bureaucratic super-tribe which has produced his modern city-civilization and the more biologically attuned and socially manageable tribal unit in which he achieves his human fulfillment. For Morris, it is not a question of a triumph of one over the other but rather a matter of trends and countertrends. (1969, pp.29-39)

Morris sees Man as forced to pursue a "stimulus struggle" in which he must satisfy high levels of activity and curiosity (a genetic condition imposed by his hunting ancestors) but must veer away from conditions of overstimulation. High activity followed by a search for lower levels of stimulation is a normal "shifting syndrome" for Man. (1969, pp.192-193) Thus, consistent with this view, it is not unreasonable for a task force member to declare that he will never forget his days on *The Project* but at the same time not be averse to returning to the comparative shelter of a bureaucracy before venturing forth on another challenge.

If an administrator is inclined to accept the idea of a mixed bureaucratic/temporary system world, it follows that he might find it advantageous to exploit the best characteristics of each.

The Task Force as an Organizational Strategy in Education

Rapidly changing environments, new demands, new technologies, the need to accommodate professionals, are all recurring factors in school systems and argue for the use of task forces.

Let me suggest two general paths which might prove useful in applying this organizational concept in the field of education. The first would be to look at ongoing enterprises with a view to incorporating task force characteristics; a second approach is to create an *ab initio* project.

Recently I revisited an open-area school in Edmonton where a graduate student of mine had been employed since the institution opened. In my two years between visits, the school itself had not been altered structurally. However, my young friend was a very changed person. Indeed the "then" and "now" differences were striking. I remembered his enthusiasm for the open-area as contagious. Two years ago he could scarcely conceal his pride at being one of a selected few to staff the school and was bubbling over with ideas for exploiting the concept. While he still favored open areas, his verve, his enthusiasm were no longer there. "Mr. X," said my friend, "is still a great principal to work with [I had heard only his first name two years ago], but things have changed. The school is now so much like all the rest ...."

Perhaps you may recall the John Adams High School of Portland, Oregon. It opened in 1969 as *the* innovative school for self-directed learning. Now we hear that it is struggling just to stay alive. (*Kappan*, October 1971, p.81) And out in Campbell River, it is no secret that John Young's pioneer venture with the "open campus" is in serious difficulty.

In many respects, innovative and revolutionary changes in education (open campus, open-area, team teaching, and the like) often begin as projects with characteristics not unlike those found in task forces. Pilot projects in particular have such characteristics. Roles are too new to permit prior definition and are thus more likely to be created than simply filled. Creative, dynamic people find the demands upon them to be exciting and challenging. The pilot project surges forward to "success". But organizational hardening of the arteries sets in all too soon; roles become formalized to the

point of acting as constraints. What was once stimulating now has the arsenic flavor of "standard operating procedures."

For on-going projects, then, it may be advantageous to plan them on the basis of task force characteristics and be satisfied with their temporary benefits rather than endure the frustration of a search for a permanent organizational structure that will yield in perpetuity the returns projected from a short-lived pilot study.

Is the task clearly defined for all project members? Does task performance define structure? Do members feel that when the job is complete they will at least have the option of returning to their former base of operations? Finally, has a termination criterion been set? When is the project to be declared "finished"? The latter point is of particular importance lest organizational ennui replace a vital striving toward completion. If the full advantages of task forces are to be gained, then provision must be made for a complete organizational recasting of their potential.

The task force leader (it would seem a pity if he were designated as "principal" and thus by association evoke all the role connotations which surround that title) could be given responsibility for assembling the initial team and facilitating its endeavors. However, various other relationships (structures) could be left to develop as the task demands. Thus, quite different relationships from those that are now the norm might obtain among teachers, administrators, students, and the general public.

In a brief but incisive article, Bogue points to possibilities of exploiting the task force in a school system. (*Kappan*, October 1971, pp.94-96) However, the task forces he envisages do not operate apart from their founding organization. Bogue himself raises the dilemma of how a member of this type of temporary unit can function when serving two masters simultaneously.

An important, basic understanding would be

Restructuring may be welcomed where projects have failed. The real test comes when a currently successful group is phased out on schedule.

a project. The usual "evaluation phase" falls well short of what is intended here. Restructuring may be welcomed where projects have failed. The real test comes when a currently successful group is phased out on schedule.

Another approach is to use the task force strategy as a guide to designing and carrying out projects from "first dawning to fruition". Let me propose an example.

One project might be to establish a team of teachers who, with a selected group of, say, 500 youngsters just entering high school, would undertake to develop and operate a three-year educational program to meet the needs of that group. These needs would have to be stated as specific objectives. Conceivably the group could operate as a separate "house" of a regular large school.

Observations suggest that task forces which are deliberately separated from their home organization have less difficulty in exploiting that while the task force was in operation, the creativity of teachers should not be constrained, except in extreme instances, by the dicta of traditional roles, regulations passed by central office for conventional schools, or working conditions established by formal contract. True to the concept of the task force, it would be necessary to ensure that all team members (volunteers) clearly understood that the project had both definite goals and a limited life. Those who may gain positions of status in this particular task force would have to accept the fact that this would be a limited situation. However, this might be of advantage to those who, once having had a taste of administration, would prefer to return to regular teaching in the same system, but who would find it difficult in the usual school operation, to make this somewhat unconventional move. Again, it should be made clear that the relationships which determined the structure for the

project would be interred with the graduation ceremonies and not live on to beset those who come later with different needs, expectations, and talents.

* * *

In this paper an attempt has been made to review the characteristics of an "ideal" task force. Arguments were advanced for a balancing between temporary systems and bureaucracies, and suggestions were made for the incorporation of the task force format into school activities. It would be inappropriate to claim any panacean qualities for task forces. Yet as a strategy which offers possibilities for flexible, creative endeavors in education, it commands our attention.

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The Administrator as a Social Advocate

JOHN WIENS

For the past four years, Dr. Wiens has served as Director of Instruction for the Greater Victoria School District. Prior to that, he was an Assistant Professor in the Department of Educational Administration at the Ontario Institute for Studies in Education, following several years as a teacher and administrator in British Columbia. He has written extensively on the future of education, emphasizing innovation and change. He presented a research paper – "Influence Structure and Innovativeness" – at the Annual Meeting of the American Educational Research Association in 1968.

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"Administrators must try to understand parents' hopes and fears and we must strive to capture the vision of their dreams, for the essential task of the administrator is to make dreams come true." John Wiens sets before us in this paper a concept of the administrative role – the administrator as a social advocate – which is both bold and realistic ... and, yes, inspiring as well, reluctant as a pragmatic administrator may be to admit that he has been inspired.

Dr. Wiens develops the thesis that the administrator must become the social advocate for his community and illustrates this by discussing three problems of a society in transition: the present lack of consensus concerning individual and social purpose; the powerlessness of the individual in mass society; and the fragmentation of key social units in our society. For each of these problems, the author outlines what an administrator might do if he were to act as a social advocate.

In the concluding sections, Dr. Wiens describes his ideal community. It is caring ... it is involved ... it is integrated. Above all, it is a community. To bring this kind of community into existence, we must develop a new role for the school and for the administrator. Examples are given of what an administrator can do in this new role and what effects this can have on community life.

An advocate is a person who promotes a point of view. In a legal sense, this means that the advocate attempts to obtain justice for his client. In a political sense, the advocate promotes a particular philosophy which is designed to concentrate power in the hands of a particular group. In a social sense, an advocate is a person who strives to create a social system which maximizes the well-being of a community. I suppose it is possible that the political advocate and the social advocate could be pursuing identical goals, but it doesn't seem likely. Indeed, there have been many claims made by politicians that they are, in fact, social advocates, but my walks through the forests of society have convinced me that, just like Little Red Riding Hood, we need woodsmen to save us from the wolves.

In this presentation, it will be my thesis that the educational administrator of the future will have to come out of his forest to become the social advocate for his community. Why do I believe this? Let me try to explain.

Most of us are probably aware of the profound social revolution which is taking place all around us. Like it or not, we are emerging from one social era and struggling to move into another. We know what we are leaving behind, but we do not really know what lies ahead, and so we need help in thinking about our future. We do not want to drift aimlessly, yet most of us don't know enough about ourselves to steer confidently into the future.

For many years a favorite debate centered around the questions: Should schools lead society or should they follow? Should they direct or reflect? I would suggest that we had difficulty answering the questions because they were not quite the right ones. I suggest that the schools, and thus educators, should neither lead nor follow. They are neither locomotive nor caboose. And yet they are both, and more than both, for, given an imaginative community, the schools can be the vehicle by which society may transform and transport itself into a new age. The school can help people find themselves. It can help communities rebuild themselves, and it can assist society in general in its search for new values and new structures. But if it is to do this, the school must change. And if the administrator is to help the community rebuild itself through the schools, he must change also.

The Problems of a Society in Transition

I should like to describe a few of the problems which face a society in transition, and particularly our society, in which new needs are not being adequately met by the old institutions. For each problem, I shall suggest what the educational administrator could do if he were genuinely concerned about being a social advocate. I must hasten to state the obvious, of course. I am not going to pretend that these simple suggestions will solve all of our complex problems. What I do hope is that you will sense in my suggestions an attitude toward the schools' clients which may be useful to you.

I could talk about many social problems, but I have chosen to concentrate on three, not necessarily the most urgent problems, nor in priority ranking. I use them merely to illustrate what I mean when I suggest that educational administrators should become social advocates.

Problem No. 1. One of the problems of a society in transition **is the lack of consensus concerning individual and social purpose.**[1] Matthew Arnold described this condition rather well in Rugby Chapel when he wrote:

What is the course of life
Of mortal men on the earth? –
Most men eddy about
Here and there – eat and drink,
Chatter and love and hate,
Gather and squander, are raised
Aloft, are hurled in the dust,
Striving blindly, achieving
Nothing; And then they die –
Perish; and no one asks
Who or what they have been,
More than he asks what waves,
In the moonlit solitudes mild
Of the midmost Ocean, have swell'd,
Foam'd for a moment, and gone.

What is true of individuals is also true of organizations, communities, and society in general. There is a great deal of striving, but much of it is blind and without purpose. This condition exists for society in general, and for schools in particular. There is no overwhelming feeling of purpose which justifies the existence of our schools.

Over the last few years I have on many occasions confronted people with the question, "What are schools for?" The first reaction I get is usually, "Why, everybody knows what schools are for. Why waste time talking about that? Let's get on with the job." But I haven't been willing to accept this. I have insisted that people tell me just what schools are for. Occasionally, someone has been able to give me a fairly clear statement about what he believes, but almost invariably he finds himself engaged in a debate with others around him who either disagree with him or misunderstand him.

Now it is not surprising that there is disagreement among people in different groups. But there is disagreement even *within* particular groups. Teachers disagree with teachers; students disagree with students; and trustees disagree with trustees. There are very, very few school boards, if any, that have a clear statement of purpose. They go along assuming that people know what schools are for, when in fact they do not. We are involved in an enterprise which has lost its sense of purpose.

We are much like processionary caterpillars: they move among the pine trees in a long procession, one leading and the others following with eyes half-closed and each head snugly fitted against the rear extremity of the predecessor. In an experiment, a French naturalist enticed them to the rim of a large flower pot. He succeeded in getting the first connected with the last, thus forming a complete circle which started moving around in a procession that had neither beginning nor end. He expected that after a while they would catch on to the joke and start off in a new direction, but

[1]Many of my ideas about the various forms of alienation (purposelessness, powerlessness, isolation) have been borrowed from Henry Kolesar, with whom, through fortunate circumstances, I shared an office while we were both graduate students in Edmonton.

they didn't. Through sheer force of habit the living, creeping circle kept moving around the rim of the pot, keeping the same relentless pace for almost a week. They would doubtless have continued longer but for exhaustion and starvation. An ample supply of food was close at hand and plainly visible, but it was outside the range of the circle so they continued along the beaten path. They were following instinct .. habit ... tradition. *They mistook activity f accomplishment*. They meant well, but they got nowhere.

hitting the little kids, the little kids are screaming and eating the crayons, and everyone is peeing in the sandbox".

It is no wonder that the intelligent person is tempted to opt out. In his thoughts at least, even if not in his actions, many a thoughtful person suffers from a form of alienation which sociologists have called isolation. The person conforms outwardly, but inwardly he places little value on the goals or beliefs that are highly regarded by society. A person in this position may do one of two things: he may

We are involved in an enterprise which has lost its sense of purpose. ... We are following instinct ... habit ... tradition. We are mistaking activity for accomplishment.

I think that our publics have begun to wonder whether *we* are mistaking activity for accomplishment. We are unable to demonstrate that we are accomplishing very much, because we are not even agreed on what it is that we are trying to do. We mean well, but are we getting anywhere? We are an enterprise without a clear sense of purpose, and a purposeless enterprise does not inspire enthusiasm and support. It leads, instead, to a feeling of alienation in which people turn their backs on the very institutions which were presumably designed to serve them.

It is true, of course, that there are individuals here and there who *do* have a clear sense of purpose. But not infrequently even this is not enough to prevent a feeling of alienation from developing. In fact, having a clear sense of purpose may well be a major *cause* of alienation. For what thoughtful person, observing the madness around him, can help feeling sometimes that the values which guide our social destiny are all wrong, and that it would be a blessed relief to be able to ignore the whole thing? Roger Price, in *The Great Roob Revolution*, describes this situation when he says that "at times the entire nation seems to resemble a gigantic kindergarten 15 minutes after the teacher has left the room. The big kids are

resign himself to his fate, or he may strive to change things. Which of these he does depends largely on what I would call his psychological strength. In order to strive for a better world he will need an uncommon measure of courage, as well as an unusual understanding of the political and social forces which operate in his world.

We all know how hard it is to stand up firmly for a minority point of view. Unfortunately, the problem is made worse because of the fact that most of us move in very restricted circles. We live in organizations, and we are expected to perpetuate the organizations' myths. The occasional iconoclast who dares to suggest that there is something wrong soon learns how it feels to be frozen into isolation. Organizations, like societies, have a way of crucifying their potential saviors.

So what is the poor educational administrator supposed to do about it? I suggest that he must first of all recognize that the schools belong to the people and not to the professionals, and having recognized this he must return to the people the right to determine the purposes of education. Then he must take the initiative in involving his clients in a new search for these purposes.

Note that I did not say *search for new purposes*, but a *new search for purposes*. It may

well be that when the search is completed, if it ever can be, the client will have found the same purposes to guide him which also guided previous generations. Or it may be that new conditions in his world will have led him to something different. In either case, the important thing to remember is that no generation can ever simply inherit a philosophy or value system from its fathers. In every age, man must painfully struggle with this problem anew.

Nor can we delegate this responsibility to our experts and our elected officials. Each of us must participate in this exercise, if for no other reason than that our continued development as a free society depends on such participation. It is, therefore, not good enough that we should appoint a Royal Commission every 10 or 20 years to examine the goals of education. In each district, and in each school, we must engage in this search for values and ideals for ourselves.

There are many ways of organizing a school community with the objective of developing a set of purposes for the school. Just how it is done will depend on many things, but I believe that there is at least one very important point to remember. Any succ ssful effort to develop a set of purposes must involve many different kinds of people. Certainly, parents and teachers should be involved, but even more important, students should be included, and they should be listened to and taken very seriously. And to labor this point even more, let me urge you to set up mixed study groups. Perhaps the ideal group to talk about education would include one or two educators, one or two parents, one trustee and three or four students, including a drop-out. The give-and-take in a group like this can have salutary effects on all concerned. The result, whenever I have seen it tried, has been mutual respect, even if consensus were not always achieved. Certainly the results are better than those reached when homogeneous groups are set up, with committees of students in one place complaining about adults, teachers in another place complaining about trustees, and parents in their homes complaining about all

If we do a good job of involving our clients in a new search for purposes, we shall probably still find that our society in transition finds itself unable to develop a consensus. Perhaps this will always be the case in a pluralistic society, but it need not be a problem if we do something about a second problem to which I now direct your attention.

Problem No. 2 is the powerlessness of the individual in a mass society. It has often been complained about, but the problem has been so persistent that many of us have simply come to accept it as inevitable.

It reminds me of the little old lady who was asked why she always skinned the eels while they were still alive. She replied, "Oh, they're quite used to it. I've been doing it for years."

The ordinary man on the street really and truly cannot fight city hall. He hasn't the time or the expertise to argue successfully with the experienced bureaucrat, and so he stops trying. For a while, he may think that his elected representatives will help him, but these representatives themselves are, as often as not, the supervising architects of the institutional edifices which the administrators have built. Those politicians who are out of power, of course, make nice promises, but the man on the street has had enough experience with such promises to feel that there is no hope for him. He may concede that there are probably some honest politicians, but he has no way of telling the good guys from the bad because they all look the same and speak the same language.

The ordinary man on the street really and truly cannot fight city hall. He hasn't the time or the expertise to argue successfully with the experienced bureaucrat, and so he stops trying.

And so his feeling of powerlessness grows.

And because he doesn't really know how to vote, he frequently doesn't bother. The decision-makers who determine his destiny then become some vague "they" and any meaningful feeling of personal involvement is lost. Indeed, it sometimes even seems to our man in the street that "they", whoever they are, are also powerless, and that there is no one who can really do anything about anything. The individual simply says to himself, "There is nothing I can do to bring about the kinds of conditions which I consider to be desirable." This is a sad state of affairs, but it is a feeling which is growing today; and it is a feeling which is especially prevalent among parents who have children in the public schools.

What can the administrator who wishes to be a social advocate do about this feeling of powerlessness? I suggest that if the administrator is a school principal, he can do a great deal about it by involving his clients in meaningful discussions as outlined earlier. But a more direct attack on powerlessness can be made by the central office administration, and they can spearhead their attack by providing people with choices – the freedom to choose among real alternatives is one of the most potent sources of power.

obtain food in any depot outside his zone. This would probably solve most of our major traffic problems, especially if the practice were extended to other commodities such as clothing, hardware, and so on. Anyone who might be tempted to shop elsewhere would be informed that the depots were all pretty much the same anyway.

Inside the depots, the client would also be relieved of the burden of choice. He would not be faced with a great variety of name brands on the canned goods shelf. All the canned goods would come from a single provincial depot. Think of the economy! And think of how easy it would be to make a choice when there is only one kind of everything. The idea has all the appeal of a Russian election.

I could go on and give other examples. I could remind you, in a more serious vein, that other professions, such as medicine, give a client the right to choose the professional who will serve him. Throughout our society we believe in freedom of choice. We know that the democratic way is inefficient in many respects, but we cherish this way of life.

Why can't we apply our democratic ideals to education?

I think people ought to be allowed to send

People ought to be allowed to send their children to any school in the community they want to. I believe, further, that there should be differences among these schools.

If you have ever thought carefully about this matter of freedom of choice in education you must surely have become rather depressed. Just compare our practices in education with practices in other aspects of our lives. Suppose, for example, that our food supplies were all controlled by government agencies of some sort, and were dispensed in large depots dotted throughout the community. Just think for a moment what tremendous advantages this would have. First, the local bureaucrats would divide all the residential areas into zones, and would decree that no one would be allowed to

their children to any school in the community they want to. And I believe, further, that there should be differences among these schools. I believe that it should be quite acceptable in a community of some size to have some schools that have a very structured approach to learning and there should be other schools that are very unstructured. There should be schools that pay a great deal of attention to things like dress and grooming, and others which don't. There should be schools which teach reading by one method and other schools which teach it by another method. There should be open area

schools and there should be traditional schools. There should be a variety available to people. People should have freedom of choice. We have a great number of people in the community who say that we have gone too far and that we should go back to the good old days, but we also have many people who say we are lagging behind and that we ought to be trying new things. You can't please both kinds of people unless you provide options for them, and I think that this is exactly what we should be doing. One of the reasons we find it so very hard to experiment in education is that each time we wish to mount a bold experiment, we have large numbers of people trapped by a boundary and their children have to be the guinea pigs in the experiment. Well, why should they be trapped? Why not allow them to find another school which appeals to them? And why not yield their places in the experimental school to people in other parts of the community who would love to be there?

Certainly there will be problems in administering such a policy, and obviously it will not be practical in all communities. In fact, there is no doubt that any such policy will be much more difficult to handle administratively than the usual boundary system. But I must remind you that administrators are not paid to do what's easy. They are paid to do what's desirable. Happily, what is desirable in this case is also possible, for it is already being done in several large districts.

wouldn't be so bad. But the tendency is for each to go his own way with his own friends to do his own thing. And so the fate of the family is like the fate of the donkey and his tail — as the years went by, they grew away from each other.

The fragmentation of our families is not the only form of fragmentation causing problems. As society becomes more complex, and as knowledge becomes more detailed, there is a tendency for sub-societies based on expertise to develop. As these sub-societies establish their own norms and rituals, and as they begin to compete for status and benefits, their tolerance for each other diminishes. Thus it is that we have faculties at variance with each other in universities, school boards at war with municipal councils, and welfare agencies at odds with chambers of commerce. And this is why each occupational specialty has simplistic approaches to complex social problems. A biologist with specialized interests in matters of ecology is not necessarily the best person to propose solutions for the problems caused by pollution unless he is also aware of the economic, political, sociological, and psychological implications of his proposals.

We in the schools have contributed to the problem of fragmentation. We have taken the individual during a part of his life, and taught him a part of what he ought to learn, and sent him out into the world to live as best he can, and then blame him for not managing better.

The fate of the family is like the fate of the donkey and his tail — as the years went by, they grew away from each other.

Problem No. 3. The third problem which needs the attention of the social advocate **is the problem of fragmentation**. In a small way, this problem afflicts our families, whose members find it difficult to function consistently as a unit. Families spend little time together nowadays. There is so much going on all over town and it is so easy to get there that staying home becomes a bore. If the members of a family at least were to go places together, the situation

We have paid a lot of lip service to the idea that learning goes on from conception to death. Then why do we set such arbitrary age limits on enrollment? We have also said that we should teach the whole child. Then why do we concentrate so much on academic achievement, and so little on other things? Again, we claim that learning is a very individual thing, that learning speed and style, as well as capacity and interest spans, vary tremendously. Then why do we

organize so rigidly? Finally, and most importantly, we have said that learning is preparation for living. Indeed, many of us have said that living and learning are inseparable elements of conscious life. Then why do we not organize the kinds of learning experiences which are real life experiences? Why not actually bring our children and our youth and our mature citizens together in one vast attempt to recreate new neighborhoods where the problems of alienation and fragmentation and loneliness are minimized?

My Ideal Community of the Future

Let me describe for you my ideal community of the future. This will be a risky undertaking, for if I cannot find adequate words to describe my ideas, you will not understand. And if I succeed too well, you will doubtless call me a dreamer, which I am. But we dreamers have to take some risks, so let me tell you about the four chief characteristics of my ideal community.

The first characteristic is that it is *a caring community*. Here neighbors will know each other and help each other. Each man will accept the fact that *he*, and not some agency, must be his brother's keeper. He will be prepared to help, even to interfere when poverty or illness strikes someone else. He will feel hurt when someone else is lonely, and he will even treat deviant and unacceptable behavior with compassion as well as firmness.

The second characteristic of this community is that it is *an involved community*. In this place of which I dream, no one will feel that there is nothing he can do about anything. People will take part in the work and play of the neighborhood because they will derive great satisfaction in these activities. They will not feel powerless, because they will be able to see the results of their participation.

The third characteristic of my community will be that it is *an integrated community*. There will be a conscious effort to prevent organizations as well as individuals from isolating themselves from one another. In particular, there will be a reunion of different age groups and of families. I have often observed that the severest critics of our youth come from the ranks of those who have the least to do with youth. But I have also been gladdened when young folk have spent time with older people and have come away saying, "They're not really so bad, you know." And I'm always rather pleased when I hear older people say, "He may be a long-haired hippy, but he's nice." What's sad is that the people who say these things are surprised at their discoveries. In my ideal community there will be a determined effort to bring the generations into real contact, which means that they will work and play together, and not just meet once in a while to talk things over.

In a caring community each man will feel hurt when someone else is lonely, and he will even treat deviant and unacceptable behavior with compassion as well as firmness.

The fourth characteristic of this community is that it is, in fact, *a community*. My ideal community cannot be built on a massive scale. But it can be built a hundred times over on a small scale even in a large city. In fact, there are many places where noble efforts are being made to develop just these kinds of living communities, but it seems to me that the one agency that could do more than any other to really make it happen, has so far done very little to get involved. And that agency is the school.

There are many reasons why the school hasn't become involved, but few of these reasons are good ones. For many years now, educators have been under the impression that theirs is a very specific task. Very few people have really understood the deeper significance

Everything that happens in an individual's lifetime is somehow of concern to the educator. Every need is his need, every dream his challenge, and every problem his responsibility.

of some of the catch phrases which have made the rounds. If learning and living are really two sides of the same coin, then everything that happens in an individual's lifetime is somehow of concern to the educator. Every need is his need, every dream his challenge, and every problem his responsibility.

In my community of tomorrow, the educational administrator must be even more of a generalist than he is today. He will bring together the young and the old of his community and he will ask, "What do you want?" And then he will try to help them to get what they want. Sometimes this will mean that he helps them to organize their ideas and their resources in order to plan a program of recreation and informal learning. At other times it will mean that he will help them to present an articulate and well-considered proposal to a senior level of government. It may even mean that he will have to lead them in an attack on one of the many establishments which tend to exist for their own sakes rather than for the sake of people. And if this establishment sometimes happens to be his own employer, he will have to be courageous enough to take the necessary risks in that arena, too. There will be very little security for the administrator who is a genuinely sincere social advocate, but the satisfaction will be immense on those rare occasions when something really worthwhile takes place.

A New Role for the Principal

How can a principal go about moving into this new role for himself and his school?

He can bring into the school all those people who are not usually considered to be an essential element of the school team. I don't mean only those who can act as aides or assistants, but also those whose lives lack real meaning at the present time. In my city, which is a retirement haven for old people from all over Canada, there are many rest homes filled with lonely people. Many of these people have skills and hobbies which our children would love to learn and to practice. Just as one example, many of these old people play chess. At the same time, we have several thousand children playing chess in the schools of our district. Each day, many of the old folks make their way to the "Silver Threads Center" to commiserate with one another and so each day a great opportunity is lost. Our old people and our young people need each other, and the school could be a natural meeting place for them.

Some of our principals recognized this last year and did something about it. One, in particular, went all out to bring school and community together. He brought outsiders into the school for all sorts of activities during school hours, at noon, after school, evenings, and he was still at it during the summer. Sometimes the old and the young were working and learning together, at other times the one was teaching the other. They played and sang and studied and handicrafted and generally enjoyed themselves. And what a difference it made to the school! What had been a very formal and traditional institution became a popular place to be. Perhaps one of the more rewarding payoffs came this past summer when a group of children who had been behavior problems the previous year came back when no one was around and cleaned up a mess which had been left behind in one of the rooms by someone else. This was *their* school, and they wanted it clean. Toward the spring of the year, at a public meeting to discuss the possible future development of a community school, I heard a little old lady put one of our aldermen in his place when he expressed doubts about the viability of such an undertaking. She was sick and tired of being put to one side as a has-been. Since becoming involved in the school, she had dis-

covered new meaning for her life; she was having fun; she was useful and she wasn't about to let some politician tell her that the dream of a community school could not be turned into reality. Since that time, an active community association has been formed to discuss and to take action on a variety of issues affecting that particular part of the city. The school board has appointed an architect, who is meeting with a sub-group of this association to plan a new building for the area which will hopefully incorporate many facilities which are not normally found in a school. Naturally, it will be necessary to obtain the cooperation of the city fathers and probably other levels of government, but there is a great deal of optimism in the area. Elected officials and bureaucrats *do* respond when a sufficiently aroused electorate gets organized.

No one knows exactly where all this is heading in the particular community I am describing, but the general direction is toward the caring, involved, and integrated community. Some day, this part of town may have a community center which is a school, and which has as an integrated part of its operation a health center, welfare office, legal aid center, family and children's center, public library, and goodness knows what other services. And it will all have been begun by an administrator who saw himself surrounded by needs of various kinds, and who perceived himself as a person who could act as a social advocate whose function it was to see to it that these needs were met.

Having brought the community into the school is only one part of the needed integration process. Another major challenge is to bring the school into the community. And here again the purpose is not merely to take children out into the big wide world to *show* them what goes on there. Instead the idea is to get them *involved* while they're out there. This is a risky business, of course, but what a way to learn! I suspect that with the right kind of preparation, many school-age children could do more for community problems than we've ever thought possible. They could assist with surveys; they could conduct interviews, and they could perform public service activities of various kinds. They could even organize community teach-ins on current issues. Here and there this is happening, too. Again, in our community, and I suppose in others, public teach-ins have been organized by secondary school students. It seems likely that there could be teach-ins involving students and the public on any number of society's problems, including pollution, traffic congestion, the recreational needs of the bedridden, emerging patterns of family living, and so on and on.

But in my ideal community, these teach-ins would not end when all the words had been spoken. They would only be considered successful when followed by action. And the action should involve the students again, so that once again the school would be going out into the community in an active fashion. This would be more than an observation of the real world, and it would be more than an experiment in the real world: it would *be* the real world. Learning would be living and living would be learning.

To Make Dreams Come True

To summarize, I have attempted to indicate what I consider to be important if schools are to play a meaningful part in helping our society as it moves from one era to the next. I have suggested a few things that the educational administrator might do about three social problems: the purposelessness of our institutions, the powerlessness of the individual, and the fragmentation of the community. I have suggested that if education is to serve any really meaningful purpose in the world of tomorrow, it will have to be expanded to take in every aspect of living. This will mean that the school will become totally integrated and involved in the life of the community. It will also mean that the educative process will have to restore to individuals their sense of involvement, their dignity, and their feeling that life has purpose and meaning. To bring this kind of education

The new administrator will never back away from an issue just because it is controversial. And, I can hear you saying, he will never survive. Perhaps he won't.

into existence will call for a new style of administration, and a new kind of administrator. This new administrator will have as his major task the development of an integrated community service organization which makes the new kind of community possible. He will have to have broad knowledge of community affairs. He will have to have keen insight into individual and group dynamics. He will have to be quick to identify new kinds of needs, and he will have to have enough imagination to invent ways of meeting these needs. *He will never consider any community or individual problem to be someone else's responsibility, and he will never back away from an issue just because it is controversial.* And, I can hear you saying, he will never survive. Perhaps he won't.

Hans Selye has said that "to make a great dream come true, the first requirement is a great capacity to dream. The second is persistence – a faith in the dream". I would ask you to stop once in a while in your concern for a smoothly functioning system to remember that each time a parent sends us one of his little ones, he is sending us more than a child; he is sending us a part of himself. Bound up in his child are his dreams, not only for that child, but also for the world in which that child will grow to maturity. We who are administrators must try more diligently to put ourselves into the parent's place. We must try to understand his hopes and his fears and we must strive to capture the vision of his dreams, for the essential task of the administrator is to make dreams come true.

PART FOUR

Case Studies in Person-Centered Education

BILLIE HOUSEGO and
KATHLEEN FRANCOEUR-HENDRIKS

ROBERT LOWERY

PAUL GALLAGHER

ROBERT PLAXTON and
HARALD GUNDERSON

MAUREEN HEMPHILL and
DAVID HEMPHILL

Person - Centered Education: A Dialogue Across Two Cultures

KATHLEEN FRANCOEUR-HENDRIKS
and **BILLIE HOUSEGO**

Kathleen Francoeur-Hendriks is Director General of Elementary and Secondary Education of Quebec's Department of Education. She holds Master's Degrees in Education from Laval and in Educational Administration from the University of Alberta. She is completing her Ph.D. dissertation for the latter university.

Ms. Francoeur-Hendriks taught in elementary and secondary schools in Quebec before joining the Department of Education. She moved quickly through a number of positions before reaching the senior post which she now holds. An interest in planning and development was exercised to the full in recent years during the rapid expansion and changes in Quebec's educational system.

Dr. Housego is a staff member of the Faculty of Education at the University of British Columbia. She has teaching experience in public school systems in Alberta and university teaching in her major field (Educational Psychology) at McGill, the University of Saskatchewan, the University of Alberta, and in her present position at UBC. In addition, she has served as a university residence warden and as a university student counsellor.

Mme. Francoeur-Hendriks opened her presentation with a few sentences in French; then, with a smile, switched to impeccable English and noted that if she were to continue this dialogue across two cultures as she had begun it, it would quickly cease to be a dialogue!

In fact, however, a dialogue between Kathleen Francoeur-Hendriks and Billie Housego did take place. In deference to the wishes of the authors, their initial statements are presented here in their separate entirety. Housego's presentation followed the pattern of a formal paper; Francoeur-Hendriks' remarks were of a more informal nature. The difference in style of presentation admirably served to accent their differences in viewpoint. "Trust, freedom of choice, flexibility" – these, argues Housego, are dimensions of person-centered education which must be real and meaningful for all *in the human school. But Francoeur-Hendriks asks, "Do schools belong to educators?" Whose judgment must guide us in the pursuit of person-centered education? On these and other issues the protagonists strike differing postures, thereby illuminating the complexities of their theme.*

KATHLEEN FRANCOEUR-HENDRIKS writes:

When Billie Housego and I were invited to speak at this conference on the topic of person-centered education, it seemed like a challenging but feasible task. After a few meetings, we began to feel that perhaps we had underestimated the challenge – well hidden as it was under the prospect of meeting old friends and acquaintances in such a unique setting as Banff, and of working together again. Person-centered education as a topic, we feel, would be sufficient by itself, but when it is to be a "dialogue across two cultures", the topic takes on quite a different meaning.

Which cultures? To me, this is not a facetious question, considering all of the implications I can grasp of the concept of person-centered education. Which cultures, or should one say, which sub-cultures can be represented in this dialogue? English, French? (Anglophone, Francophone, as we now say in Quebec). East and West? Professor, practitioner? University staff members, civil servants? These groups of people, I'm sure, have quite different views on what "person" or "person-centered education" means. What does it mean, therefore, to each of us? How do we translate such a concept? How do we translate its meaning in our decisions? In our writings? In our actions? In the structures we set up in the different situations in which we operate? The means that we choose to facilitate education?

We took a look at person-centered education from another angle: Could we conceive of person-centered education as perhaps a means of creating or reestablishing a dialogue between two groups? – one group which represents most adults working in the educational system and the majority of the people who support this system, and the other group represented by all those children and young people who are unhappy in the system and would rather be out of it. In other words, a dialogue between those who make a living in and with the system and those who would want to be able to be and to live in this system.

Thinking about this topic, one wishes (or at least I wish) for the knowledge, social awareness and wisdom of a philosopher, a sociologist, a psychologist, an anthropologist, and an educator combined, in order to comprehend the multiple facets of this concept of person-centered education and its far-reaching implications. I would like to be able to grasp the present problems and questions that are raised in our society in all their complexity, to envisage new directions and to measure the consequences of our actions and, more seriously, of our inaction. However, my approach to this question will be rather peripheral, which

is an elegant way, perhaps, of saying that neither my thoughts nor my paper are too well organized. My limitations are due, among other things, to my own position in the education system which leaves me very far removed – ineeed too far removed – from the classroom where that key relationship of teacher-learner, adult-child, preson-to-person, which defines education is established.

What reality does the concept of person-centered education cover? Could it be that this concept contains the germ of a global revolution affecting our systems of education and perhaps other social institutions as advocated, for example, by Illich, Toffler, Reimer and others. This new concept which is emerging strongly, and perhaps could be the greatest social change in this era, is that we should begin to look upon the child as free to grow and shape his own future rather than look upon him as a potential slave of our past and of all the institutions and social systems that we have developed and that we continue to maintain. I think Billie will further question this concept through the literature and bring another approach to the topic.

We should begin to look upon the child as free to grow and shape his own future ... .

When we talk about person-centered education in a humanistic era, I don't think of it as an objective *per se*. Person-centered education is an approach. When we analyze all the possibilities of that approach and attempt to compare it with what we are now doing, do we give adequate consideration to the objectives of education and of an educational system. Moreover, is the examination of educational objectives solely the prerogative of educators? Does this task belong only to us?

I sometimes think that many educators share the view that the schools are ours. However, as one who holds to a fundamental belief that the schools are for society. I would like to know what *society* wants. I would like to be able to say that person-centered education is an approach that is an answer to what society desires. But who is to translate society's wants?

Who has translated the demands and preoccupations of the people we serve? Who has said that person-centered education, whatever it means to the individual, is an answer? Who speaks for society? Do the provincial governments? Do the technocrats within the provincial governments and the Departments of Education? Do Boards of Trustees, administrators, and teachers speak for society and translate their demands? Do intellectuals in universities or elsewhere? Do poets?

At home, and I suspect the same is true here, it is very interesting to listen to those who claim an understanding of the kind of society that they feel exists now and that they feel is going to be tomorrow. Then there is a host of associations and federations that act as both buffers and lobbies between the people and the Departments of Education and decision-makers at the local level. Do they really represent the people, or do they represent their membership? Where do we find what people at large want? What is the best way of getting this information? How can we interpret it?

Another complicating factor arises when people make demands upon a system, yet when one reads between the lines it is reasonably obvious that the demands they articulate are something of a smokescreen to their real demands. This poses a dilemma for the policy-makers, especially when financial constraints preclude attempts to satisfy a multiplicity of demands. By way of an illustration, it is common to have popular demand for ease of accessibility to educational services, for more options in the curriculum, a greater variety of services. But there is a limit to accessibility, and a limit to options. A school can't be built near every church (perhaps here in the west I should say next to every grain elevator). Larger units

the common answer, but these in turn

create problems and generate other areas of protest. There are protests against the dehumanizing effects of larger buildings and, of course, the disadvantages of busing. But if the demands for a variety of offerings are to be met, attention given to individual needs and the like, it simply cannot be done through building a host of little schools.

Again, I raise the question, who is to arrive at a synthesis of all the expectations set for education, diverse and contradictory as they are? Is there in fact a synthesis that will result in a coherent, flexible, and effective policy and system? Does society want an educational system centered on the person or does it expect the school to produce a "finished product"? – a finished product according to what criteria: ability to obtain high school matriculation? university entrance standing? qualified to hold a job and earn a living?

Even if it is agreed that education must center on the person and one holds to all that beautiful rhetoric about developing a person to his fullest potential, it still must be remembered that we live within and are a part of an environment which is threaded throughout with values, beliefs, and influences. In the reality of life, a person grows not only from within but is developed by those influences from without. What then do we really want? Do we want our schools to place emphasis upon those skills which would best support the individualist of 20 to 30 years from now, the person who takes a lone stance? Or do we want our person-centered education to help with those skills which have to do with organized groups, syndicates, unions, and the like? While we say "develop the individual" is it at the expense of loyalty to the larger group, one's peers, party, nation?

On another issue, we often hear the expression "We want quality education." What does that mean? It seems to me that here again we have different interpretations by different groups. Do we want better human resources? Do we want better services to students – especially student personnel services? Do we want better programs of study, or better methods, better techniques? Do we want better communication between adults and young people in our schools? If so, better in what sense? toward what purpose?

These then are some views I've presented and some questions I've raised. I'll leave it now to Billie to present her case.

BILLIE HOUSEGO writes:

Person-centered education? One is tempted to ask what else, pray tell, the focus of education could possibly be. Of course education must be person-centered. Hasn't it always been?

Quite the contrary – the subject matter transmitted has been given top priority for some years. What should be taught? How should it be ordered and apportioned? How should it be presented? These are questions which have recently puzzled educators. True, they are legitimate concerns, but in themselves they are insufficient. "What about the emotional needs of children?" asked people like Richard Jones in his book, *Fantasy and Feeling in Education*. There is no action or learning which does not have both cognitive and affective dimensions, yet affect is consistently ignored.

Critics such as Ivan Illich in *Deschooling Society* and Paulo Freire in *Paedagogy of the Oppressed* have questioned the social implications of education. This criticism and the youth protest against depersonalization have helped set in motion efforts to humanize education, to make education relevant to the learner, something which enhances him and meets his personal needs, helping him to understand himself and to enrich his view of the world. The popularity of this point of view is apparent in current educational literature; indeed, the theme of this conference is an example of the focus, and it is but one of many similar undertakings.

"Can schools grow persons?" ... . "No."

Examination of Terms

In order to discuss humanizing education, it is necessary to examine what it means to be *human*, or as some prefer to say, *humane*.

Paul Torrance (1970, pp.3-10) in a characteristically creative way, identifies what he sees as particularly human actions or conditions as his answer to the question of what it means to be human. He notes characteristics such as using mistakes constructively, rather than fearing to make them, and tolerating complexity, incompleteness and imperfection rather than willingly accepting over-simplification. He also mentions envisioning, imaging and day-dreaming, so as to see what might be, using and relating to one's environment, searching and testing guesses and retaining a capacity for affection, love, compassion and honest feeling.

Herbert Thelen (1970, pp.27-32) has also put forward a definition of humane. He bases his definition on a continuum of humaneness to bestiality on which, he says, existing patterns or tendencies in education can be ranked. Humaneness, he believes, has two important components: enlightenment, which is wit, wisdom and civility, something for which one strives, and which is earned and learned; and compassion which is kindness and caring, an emotional depth, an aspect of character transmitted culturally. In order to produce human persons (Thelen believes one could as well say educated or fully-functioning), one must provide a full experience in a micro-society; that is, all aspects of life should be open to purposive investigation in a "morally rich" environment. What is more, the adults with whom a child interacts must themselves be humane for the child to become so in the relationship, "for humaneness is transmitted through its exercise, and in no other way." (Thelen, 1970, p.31) This quality is not so likely to be transmitted in technical problem-solving, straightforward acquisition of information or the development of precisely specified skills or performances. In fact, Carl Rogers (1971, p.215) in answer to his own question, "Can schools grow persons?" says definitely, "No." Only persons, not institutions or organizations, can grow persons. Teachers, therefore, must be persons, individuals whose loci of evaluation are internal, who have values they live, who express their commitments, and who appear as real and genuine people to the student. There is difficulty in housing *persons* in rigidly structured institutions and organizations; they are often expelled.

Humanizing is a a broad term, one expansive enough to include other widely used and overlapping ones such as confluent education, informal education, and open education. Even the latter more restrictive ones are difficult o define precisely, perhaps because these approaches have grown out of practical experience rather than having sprung from philosophic and scientific foundations.

Confluent education (Brown, 1971, p.191) implies a synthesis of the affective domain (feelings, emotions, attitudes, values) and the cognitive domain (the activity of the mind in knowing).

Informal education has grown at least partially in opposition to the uniformity of the traditional school.

> ... the "free day" or informal education, to use a more inclusive term, is less an approach or method than a set of shared attitudes and convictions about the nature of childhood, learning and schooling. Advocates of informal education begin with a conception of childhood as something to be cherished, a conception that leads in turn to a concern for the quality of the school experience in its own right, not really as preparation for later life. As members of the Plowden Committee state in their report, "Children need to be themselves, to live with other children and with grownups, to learn from their environment, to enjoy the present, to get ready for the future, to create and to love, to learn to face adversity, to behave respon-

sibly, in a word to be human beings." (Silberman, 1971, pp.208-209)

Open education is also a frequently encountered term. In the introduction to an annotated bibliography on this topic, Barth and Rathbone point out that,

> Although ideas of open education touch on a wide range of classrooms, curricula, methodologies, and theories, there do appear to be characteristic elements: vertical or "family" grouping; flexibility of time, administration and space; an environment rich in manipulative materials; abundant alternatives and choice for students. (Barth and Rathbone, 1971, introduction)

The assumptions about children's learning which underlie open education further clarify its meaning. Let us consider some of these as Barth (1972) discusses them. Concerning motivation, it is assumed that children are innately curious and that exploratory behavior, occurring as it does independently of adult intervention, is self-perpetuating. Much attention is centered on the conditions of learning in open education. It is assumed children will explore if they are not threatened and that their self-confidence is related to their capacity for learning and making choices affecting learning. It is further assumed that an environment rich in manipulative materials facilitates learning and that play is not to be distinguished from work as the predominant mode of learning, that is, just as work may lead to learning, so does play. Further assumptions are that children are competent to make decisions about their learning and have the right to do so, that they will be likely to learn if given a choice of materials and questions they wish to pursue, that they will engage in activities which interest them, and that if they are involved in and having fun with an activity, they will be learning. Assumptions such as these (there are others having to do with social learning, the character of intellectual development, evaluation and knowledge itself) underlie open education. They are well supported, some more than others, in child psychology.

Open education, true to its name, is open:

> ... doors are ajar and children come and go; classrooms are open and children bring objects of interest in and take objects of interest out; space is fluid, not pre-empted by desks and chairs organized in rows or any enduring way; a variety of spaces are filled with a variety of materials; children move openly from place to place, from activity to activity; time is open to permit and release rather than constrain or prescribe; and curriculum is open to choices by adults and children as a function of the interests of children. (Barth, 1972, p.449)

What is more, persons are openly sensitive to others, open to their feelings and reactions. "Learning is not therefore distinguished from living, or living from learning." (Barth, 1972, p.449) This is a living kind of learning.

Reasons for Change

The problems likely to be encountered in making education person-centered are legion, and with a degree of inertia, an ample supply of doubts, sometimes vested interest, and perhaps just plain fear, many educators hasten to set forth a case for resisting change, assuring themselves that the storm will blow over and the pendulum will inevitably swing back. It is difficult to accept criticism, even condemnation of the educational institution and proceed then to map the required changes and recognize that old priorities must give way. None can deny that our schools are in need of change and improvement. We, like Silberman, can witness in schools" mutilation of spontaneity, of joy in learning, of pleasure in creating, of sense of self". (Silberman, 1971, p.10) Our schools fall far short of creating an atmosphere in which students reach full human potential; in fact, as another author notes, we too are

> ... forced to the conclusion that had we set out conscientiously and purposely to create dehumanizing conditions, we could hardly have done a better job. (Combs, 1970, p.178)

Consider, for a start, the competition, comparison, pressure and failure inherent to the marking system; the anonymity, shallow relationships and loss of privacy resulting from overcrowding or excessive classload; the caste system resulting from streaming practices; the misuse and misinterpretation of tests and cumulative records; inflexible time schedules; demonstrated mistrust; and failure to assume some responsibility for grades or marks achieved by students. (Combs, 1970, p.179)

Planning the structure and content of curriculum, evaluating pupil progress, scheduling pupil time, locating independent study, individualizing independent study, utilizing staff, all can be carried out in more or less humane ways. (Trump, 1972, pp.12-14) Why not *more* humane?

We live in an era of unprecedented change. Our tomorrows are beyond accurate prediction. (Toffler, 1970) We can be sure citizens of the future will need to know *how* to learn even if we do not know *what* they will learn. In the face of a technological revolution and a knowledge explosion, process must take priority over product.

> To be "practical" an education should prepare them for work that does not yet exist and whose nature cannot even be imagined. This can be done by teaching them how to learn. (Silberman, 1971, p.114)

To be a continuing learner, the child must be the principal agent in his own learning.

How can children prepare themselves to meet undefined difficulties in an uncertain future? The resources required are inner ones. Successful experiences enhance the child's view of himself and provide him with courage, initiative and improved skills to attack new problems.

> develop judgement, sensitivity, taste, empathy, wisdom, imagination, and delight as well as an identification with both past and present. (Keller, 1972, p.20)

Schooling has been considered a bridge between man and work since its inception. (Commission on Educational Planning, 1972, p.182) Since work may soon cease to be the major pivot of identity, leisure is receiving increasingly more attention. We will need to know how to play as well as work and how to do it for personal enrichment rather than in an effort to waste time. Students therefore need aesthetic and recreational experience through which they can express creative and individualistic urges.

Surveying the general goals of education as set out in *A Choice of Futures* (CEP, 1972, p.45), one notes personal autonomy, social competence, ethical discretion, creative capacity, career proficiency and intellectual power. Together, surely, these represent the achievement of a truly human state. None can be omitted without a serious imbalance resulting. These are goals toward which not only education, but also the total community must work.

> The scope of the total educational enterprise, embracing a variety of institutions, agencies and resources, will grow until it permeates the entire social fabric. The intent will be socially responsible individualization that helps set loose the creativity, inventiveness and uniqueness of all individuals throughout their lives (CEP, 1972, p.45)

Humanism has been called the capstone of an educated person. (Stivers, *et al*, 1972, p.556) This is appropriate. Knowledge for its own sake is not enough. The acquisition of information *and* the discovery of its meaning go hand in

A positive view of self is a better preparation for the future than quantities of outdated information and problem solutions.

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His experience should also help him to hand. (Combs, 1970, p.176) Attitudes, understandings, feelings, beliefs and values make people human. Without them Man is nothing. Can educators glibly ignore these things?

Problems and Pitfalls

The intention to change is just a beginning, no matter how grand the intention. There are many problems to be overcome and pitfalls to avoid in attempting to humanize the educational institution. Let us consider some of the more formidable difficulties.

Educators seem especially susceptible to gimmicks and to jargon. There is a danger that humanizing education will become just another bandwagon, something which is the subject of much vocalization but little real action. This in itself inspires a reaction which can seriously hinder attempts to change. The use of what appears to be rather flowery terminology and the profession of admittedly lofty aims contributes to the problem.

> Getting on the bandwagon can make one a victim of rigidity as great as that of the traditional school; that is, the narrow interpretation of and adherence to a new trend is itself constricting. (Hull, 1971, p.3)

Another problem inherent in attempts to make education humane and person-centered is the tendency toward interpreting this to mean *no more than being nice*. There is much more to be done than merely create a humanizing climate. "We fail to see that the curriculum itself can and should carry most of the load of humanization." (Wilhelms, 1972, p.4)

Unfortunately, humanizing education, making it more informal and free, has an *anti-intellectual connotation*. The need for greater and more varied intellectual stimulation goes along with the need for greater freedom and humanness (Hull, 1971, p.3), but it is not often mentioned in the same breath. This anti-intellectual connotation causes support to be withheld.

At a time when education *costs* are spiraling, the need for additional resources for new ventures is a serious concern; however, a good deal can be done to humanize a school or a classroom atmosphere, with little or no additional cost. When additional monies are required, the implementation of change designed to make education more humane should receive high priority.

A further set of difficulties centers around teachers. Educating with an emphasis on the humanity of the interaction requires much additional effort on the teacher's part. Informality and a highly individualized approach require more careful planning and supervision than traditional methods; teacher stress is therefore greater. Indeed, the task may be so gigantic as to cause despair and abandonment in the face of only the initial difficulties. The forced implementation of a vastly changed program deprives the teacher of his own humanity and individualization, for much of his self-respect as a professional centers on his control of instruction. Successful change really depends on the *teacher's willingness* to alter his approach.

> Alternatives may come and alternatives may go, but until the teacher is ready to risk himself – to put his own beliefs on the line – no significant classroom change is possible. (Rathbone, 1971, p.238)

Recruiting outstanding teachers for a changed program is difficult and an issue of highest priority. *Preparing such teachers* is an even greater problem. Excellent in cognitive areas is no longer the only goal of teacher education programs. It is paralleled by the need for attention to the affective dimensions of teacher behavior. (Nystrand and Cunningham, 1970, p.131) More careful screening of applicants might help; however, like pupils in the school, prospective teachers must be helped to become themselves, fully functioning and humane, if they are to facilitate similar developments in their students. How is this to be accomplished?

Prospective teachers must be helped to become themselves, fully functioning and humane ... .

Serious problems are to be found in the area of *public relations*. The school alone cannot provide a humanizing education. The task is an impossible one for a single institution. Community participation is a necessity; hence, many must be informed, convinced of the desirability of change, and involved.

> Moral support for good education from the community is perhaps more important than money. Only when there are strong support and understanding in the community can a start be made toward change. (Hapgood, 1971, p.69)

Some parents believe the traditional school is more like a prison or a factory, and they assume children's learning will be as good or better in a humane setting. They have high expectations of new developments and often little understanding of the *problems of transition*. They begin to question, if not sooner, then later. Can my child read as well as he should be able to? Is he really learning? Speaking of the problems of free schools, Jonathan Kozol says,

> Unfashionable and unromantic as it may appear, the major cause for failure in the free schools is our unwillingness to teach the hard skills. (Kozol, 1972, p.3)

When in doubt about their child's progress, parents withdraw him, unfortunately, on the basis of the very narrow definition of academic success which is embedded in our society. (Hull, 1971, p.7) The child, himself, on the basis of this definition, may doubt his own progress. Working class parents, concerned with discipline, the three Rs and a better education as a route to an improved standard of living, do not want the child's chances jeopardized through risky educational experimentation. On the other hand, the parents of more advantaged children compensate at home for school time taken from the cognitive-intellective skills and given over to other activity. They are more likely to favor free schools. Hence, the struggle for a more informal style of education is perhaps rooted in *class conflict* (Wallach, 1972, p.54), a battle between the hip, emancipated upper-middle class, who see life in terms of abundance and value openness, spontaneity, and cultivation of feelings, and the straight, middle and working class who see life as a matter of scarcity and, accordingly, value thrift, discipline and hard work. (Featherstone, 1971, p.22) Conflict so deeply rooted spells real difficulty.

How can it possibly be irrefutably proved that the informal school really leads to the greater good? What is the greater good? How is it measured? The latter question introduces concerns with objectivity and our *fetish for objectivity* may itself be a major barrier to humanizing education. Objectivity, the method of science, is the unquestioned "sacred cow of the modern world". It has led to fine solutions in problems of things, but depersonalization and alienation are the far less desirable effects of its having been applied to problems of people (Combs, 1970, p.173) If education is to be more humane, information and objectivity must be deemphasized and meaning must be valued and accordingly made the focus of education.

Finally, it must be said that there is a lack of both quantity and quality in *leadership* in the movement toward person-centered schools. The ill effects of dehumanization and alienation are not dispelled by reformed teachers and curricula alone.

> One of the great contributions to our current malaise is the feeling of frustration on the part of both students and teachers at the immovability of structures .... (Combs, 1970, p.186)

Administrators and supervisors must become more concerned with human problems, yes, the individual problems of individual persons. How can individuals be heard? How can they participate in decision-making? How can the institution be made more adaptable and sensitive to individuals? Administrators must understand the consequences of their own behavior in the internal lives of others. They are in the unique position of being able to facilitate the development of a more humane school through provid-

ing learning opportunities and assistance for teachers who are working toward this goal. In their interaction with others, administrators can set a humane tone.

> Whenever two or more persons of different rank are involved in a personal interchange, the one having superior rank is in charge of the humanity of the transaction. (Wilhelms, 1972, p.1)

These then are some of the problems and pitfalls which confront those trying to humanize our schools.

This is not just another fad but rather an enterprise in which we must succeed.

Conclusion

In concluding this paper, I only can offer my personal view. I believe that humanizing education, making it person-centered, is a meaningful and appropriate solution to many of the problems which beset both educators and the youth with whom they interact. This is not, to my way of thinking, just another fad, but rather an enterprise in which we must succeed. This does not mean there is but one way to change or one right way to teach. It implies "trust, freedom of choice, flexibility, and individual responsibility, not just for children but for teachers and schools as well". (Rathbone, 1972, p.xiii) It means there will be many schools in transition and none, I hope, where change has ceased and an assumed perfection has been attained. Educators know all too well that their work is never done.

DISCUSSION

CHAIRMAN: Thank you both for your excellent remarks. I am sure that there are many here who would like to comment upon what has been said or ask questions.

QUESTION: I was impressed by the concern expressed here about the depersonalization of humans by our social systems. Yet I am interested in just how far that concern goes. Self-actualization, at least as I understand it, calls for considerable control over those forces, those things, which exert influence over one's life – especially one's ability to make meaningful decisions about his life. Yet in our school systems, and I'm especially thinking of students in our secondary schools, the participants really have no choice about their being there in the first place, and only limited choice once placed in an institution. Where then is the possibility for personal decision-making? Where is the potential for self-actualization? for person-centered, humanistic education? Surely the implications and ramifications of genuine person-centered education include, among other things, some fundamental questions about compulsory education and the extent of parental and societal influence on decision-making in the schools. I'd appreciate it if you would both respond.

FRANCOEUR-HENDRIKS: Perhaps my answer will beg question. Supposing it were possible that in our schools we really could live out that kind of freedom – maximum freedom – which may indeed be, as you imply, a logical implication of person-centered education. What happens, then, when the individual moves from the school society to the larger society? Would people who have participated in a maximum freedom sub-set of society long endure the constraints of the larger society? Frankly, I doubt very much if the larger society, especially the political institutions, are in any way yet disposed to have such a sub-set exist. Is the larger economic system willing to accept such individuals? Can we have a school system which is person-centered and not a society which has the same set of norms? I think yours is a good

This does not deny the possibility of a part of society being much more concerned for self-actualization than other parts of that society.

question which I spoke to in some respects in my opening remarks. I think it unlikely that a school system can depart in any substantial or substantive way from the larger society. Your question is really a societal question. What are the parameters of freedom, of individuality if you will, within society?

HOUSEGO: Despite what has been said here, I am still hopeful of a much more person-centered school society than that which presently exists. Certainly one must understand that the boundaries between personal freedom and licence are obscure. But this does not deny the possibility of a part of society being much more concerned for individuality and self-actualization than other parts of that society. It is not a requisite of the total society, surely, that homogeneity be the norm. I would like to hear what various others in the audience have to say about this.

QUESTION: I have a comment about what I think is the simply dreadful impact that television is having upon the education of our children. I recently watched my granddaughter sit through two hours of so-called children's shows which taught her, and I suspect taught all the other children in the neighborhood, that conniving and violence are acceptable forms of human behavior. The "Road Runner" was simply one deceit upon another while "Popeye" taught the children nothing but violence and aggression. Then there's the advertising. The children today are taught by television to harangue their parents to buy those things the advertisers of these so-called children's shows tell them should be bought. How on earth can we put a stop to things like that!

HOUSEGO: I think that situations like this are remedied through public pressure, through the expression of concern, as you are doing now, and through the efforts of people at large in pressuring advertisers to pursue a more reasonable, more responsible course.

FRANCOEUR-HENDRIKS: I could be facetious and suggest that there is always the opportunity to use the "off" switch on the TV set. But let me refer to a point I expressed earlier in the day. Sometimes I think that educators are inclined to try to control everything that passes as an educational agent in society. But this is impossible as all of life must surely be an education. Are we as educators supposed to make decisions as to what children are to be exposed to throughout each moment of their lives! Let children be exposed to a variety of experiences; we really can't prevent or control that anyway, but then help them to become critical in their choices.

One further comment: Just yesterday a report appeared about some high school students presenting a brief to a commission on film censorship, I believe in Calgary. The argument the students set forth was that they shouldn't be prevented from seeing on the screen things that many of them were exposed to in real life anyways!

QUESTION: It seems to me that the questions raised by Mme. Francoeur-Hendriks are very astute. I would like to raise further questions that have to do with the concept of person-centered education. I may be a heretic among the educators here – I'm a trustee and not a professional educator – but I do consider myself as a professional parent. And what many people, many educators, fail to remember is that education should parent-centered too. It is my responsibility as a parent to educate my children in respect to the values they should hold. I expect the schools to support the values that I hold and want my children to hold. I am all for humanizing that sort of education. But, one thing I don't want is to have my values called into question by the school. That's not

the task of the school. I support the schools financially, and while many of you refer to children as clients of the school, I think you should also remember that parents are clients too.

I don't think that complete freedom of choice is possible in society. It isn't dehumanizing, to my way of thinking, to say "no" to a child. Now in regard to values, I respect the fact that other parents may not want my values taught in the schools. That's their choice and it should be respected. But I don't want to see the school degrading my values in any way.

CHAIRMAN: Would either of the speakers care to respond?

FRANCOEUR-HENDRIKS: I don't think the gentleman was expecting a response.

CHAIRMAN: I'm afraid that the time requires our session to be drawn to a close. I suppose all of us heard something different in the remarks that were made by our two speakers. I wonder if you saw in Kathleen a little of the bureaucrat struggling with the tremendous pressures from society and from the educational community to institute change, yet leaving unresolved the arguments about what change, what cost, what feasibility. I wonder if you saw in Billie a little of the frustrated academic; a person who studied these things, who knows where we should be going, but for the life of her can't see any of the bureaucrats going that way. I think I saw a little of that in her remarks and I saw in both of them things that will give me some food for thought.

They zeroed in, I think, on the issues that confront us all as educators today. It would be appealing to think that we could come to a conference like this and return with the grand plan, the answer to our problems. But that sort of thinking is illusory. We didn't get illusions today. We got the things on which we must concentrate if we are going to have humaneness in education, humaneness in the midst of competition, anonymity, caste system, inflexible time schedules, mistrust, and so on which exist in our school systems. I heard coming from the speakers loud and clear that the problem of human education is not a question of time, or money, or teacher training, or good management, or different kinds of facilities; the question which faces us is the question of commitment and leadership. Once we are committed to the kind of education we believe in and are ready to offer the leadership necessary for its development, then we will begin to make inroads upon the vast plethora of problems that confront us.

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A Case Study in Person - Centered Education : Bishop Carroll High School

ROBERT E. LOWERY

Dr. Lowery has been a teacher and administrator with the Calgary Separate Schools for 14 years. An interest in determining the professional role of teachers and administrators, in facilitating student-centered education led to his involvement in the Model Schools Project. This involvement over the past four years led to the design of Bishop Carroll, a facility which aids students and teachers in adapting to the educational philosophy of placing more responsibility for learning on the student.

Dr. Lowery received his M.S. in Education from Indiana University and his Ed.D. from the University of Montana.

Dr. Lowery opens his paper with a definition of the humane school – "a place where a student can learn to like himself better, to understand himself better, ... where teachers and administrators dare to care and dare to act". Bishop Carroll School is attempting to find the means to these ends through a number of practices, for example, differentiated staffing, individualized scheduling, and the teacher-consultant role, within a framework provided by the Model Schools Project of the National Association of Secondary School Principals.

Each of these practices is discussed in sufficient detail to provide the reader with a comprehensive overview of instructional organization at Bishop Carroll High. We commend Dr. Lowery's article with enthusiasm to all those readers who have an interest in fundamental yet realistic reform of the comprehensive secondary school. To our editorial commendation, we add the views of Bishop Carroll students who say this about their person-centered high school environment: "It is a place where we begin, we contemplate, we create, we discover, we learn, we love, we dream, we play, we pray, we share, we hope and we continue."

In this paper I will discuss the program of Bishop Carroll High School, a school committed to total change from the traditional educational system. By total change, I do not mean to say that we have adopted a new and unproved set of values. Rather, we are utilizing a number of innovations which have been used singly or in some combination for many years. As part of the Model Schools Project under the direction of J. Lloyd Trump and William Georgiades, we have combined these practices to form one program under one roof. By providing a variety of experiences, a broad range of subject areas, and a respect for individual ability and interest, we attempt to gain a rapport with each student that makes him feel that he is part of a person-centered education.

The Humane School

As indicated in the Worth Report, emphasis in current educational thought is being placed on the establishment and nurturing of a more humane climate in the classroom. While there are many definitions of a humane school, I feel that the one given by Earl Funderburk of the National Education Association best describes what we are attempting to do at Bishop Carroll. Funderburk writes:

> A humane school is one which attempts to stress the ideal psychological atmosphere for each student to learn in school – a place where a student can learn to like himself better, to understand himself better, to fit into society, to be able to work with others, and to be able to learn to learn in diverse ways in different fields. It is a place where he is not only free to learn but also learns that freedom is not doing as he pleases – that freedom carries with it grave responsibilities – a happy place where there is order without regimentation, where there are teachers who have empathy, who do care, where there is curriculum and methodology which stimulate the ability and the disposition to learn, where the student has a feeling of worthwhileness and belonging, and where teachers and administrators dare to care and dare to act.

The groundwork for the achievement of a place like this can be found in many concepts, such as differentiated staffing, individualized scheduling, continuous progress, independent study, large and small groups, and the teacher-consultant role.

Differentiated staffing. Differentiated staffing is a prerequisite for successful implementation of the other practices. At Bishop Carroll, we consider this to be our foundation; it makes the other ingredients of our program possible.

Reduced to essentials, differentiated staffing does two things: Firstly, as principal, I am freed from many of the usual time-consuming administrative duties connected with today's high school. These duties are handled by an administrative team of two vice-principals and an activities director. My time is then spent in the improvement of instruction, through direct contact with the teaching faculty, by group discussions, and so on.

Secondly, differentiated staffing provides supportive help for the teaching staff. Instructional assistants (each of whom has two or more years of university training) supervise resource centers, aid students in finding materials, and help with the preparation of curriculum materials. Clerical aides look after the typing, duplicating, and filing. General aides distribute books, file student materials, and help with audiovisual equipment. Consequently, the faculty is able to establish person-to-person relationships with the students, prepare curriculum for continuous progress study, and assume the role of teacher-consultant. In short, the principal has time to help and motivate teachers, while teachers have time to help and motivate students.

The teacher-consultant role. Equally as vital in the implementation of the program is the teacher-consultant role. Each teacher is assigned 32 students to whom he or she will act as advisor, hopefully for the span of the students' high school careers. Each teacher-consultant provides a home base in the school for a particular group of students. He is their "friend in court" by helping them to deal with school problems and decisions which affect them. He becomes the professional member of the school staff best informed about their personal and social characteristics, their values and aspirations, and their overall school achievement and growth. Because of this, the teacher-consultant has the responsibility to interpret for his group the possible consequences of any school program, plan, or decision.

The teacher-consultant does not, however, assume a therapeutic counselling role in relation to the students. He knows each student well enough to know when additional staff resources should be involved. He should alert the professional counselling staff to problems needing their attention. He should, likewise, alert his instructional colleagues to any special circumstances which might affect their instructional expectations for the student. He helps the student change his program or plan his individual course of study. He talks to each of his counsellees as a friend, doing his best to gain the confidence of each and to get to know him well. He encourages each student and reacts to suggestions that the student may make. He also takes calls from parents who are concerned about their child's program and various instructional problems. He maintains counselling records on each of his counsellees and is responsible for the report cards of each.

The Program

All students at Bishop Carroll are involved in the nine basic areas of English language arts, fine arts, health, fitness and recreation, mathematics, modern languages, practical arts, social science, science, and religious studies. The amount of time devoted to each subject, however, varies from student to student. A minimum time must be spent in each but the opportunity is provided for special interests or talents to be developed through in-depth study and by a continuous progress curriculum.

Should a student's schedule need revision, he has someone to contact. His teacher-consultant has records of his progress in all areas, where he needs help, and how he is getting along. The nine basic areas which have been identified for the Model Schools Project are a beginning; they are not eternal verities. They will undoubtedly change as our society changes, and as the view is accepted that our schools must become more relevant and realistic in terms of student needs and societal needs.

Independent study. As part of each schedule, independent study plays an important role.

Independent study is simply what students do when their teacher stops talking.

Trump's definition of independent study is simply what students do when their teacher stops talking. Independent study is not study apart from direction by teachers, by instructional assistants, or other adults in a student's environment. It is not truly independent to the extent that a student determines the entire use of his own time. It occurs when students experience learning by reading, listening, viewing, thinking, and doing.

As envisaged at Bishop Carroll, independent study involves two sets of considerations: firstly, what the school requires of the student, that is, the compulsory learning sequences; and, secondly, what the individual wants to learn beyond that which is compulsory. When students are involved in independent study, they are not isolated. In most cases two or more students are involved; learning takes place through conversational groups rather than by formal teaching. To help with independent study, teachers provide directions in the form of written curriculum materials; the students know what they are expected to learn, how they are to proceed, and by what methods they may become more creative or go into more depth in terms of their own interest and talent. This aspect of our program is one of the more time-consuming activities in which teachers are involved. Teachers are faced with the professional challenge of developing curriculum materials, based on behavioral objectives, which the students can comprehend and complete with a minimum of direction.

Large group presentations. Another part of the program closely related to independent study is the large group presentation; such presentations are given in each of the subject areas by faculty members, by students, by audio-visual means, and by resource people to help motivate students to seek and expand their knowledge.

Small group discussions. An additional aspect of the students' work week consists of small group discussions, which provide an opportunity for students to come together and talk about selected aspects of their programs. The purpose of these small group sessions is twofold: to develop oral communication skills and to provide an arena wherein 15 or fewer young people can develop better interpersonal relations. Independent study feeds the aforementioned purposes by giving the students something to talk about. Independent study, in turn, is stimulated by the motivation kindled in the large group presentations, and by the issues and questions raised in discussion groups. Consequently, independent study in and of itself cannot stand alone. It must be seen as part of a triangle consisting of the presentation, discussion groups, and independent study.

Learning resources. Learning occurs in a variety of locations: the resource centers, the library, the laboratories, and perhaps also the community. In our case, the resource centers house the books, curriculum materials, cassette tapes, videotapes, and the various materials related to each individual subject. For example, while students are working in the area of mathematics, they spend their time in the mathematics resource center, where the specific books and other materials for learning are available. Each of these resource centers, as previously mentioned, is supervised by an instructional assistant. This is also where the teachers meet with the students on a one-to-one basis, or work with small groups of two or three students at a time. It is here that the teachers spend the majority of their time, even though this is on a non-scheduled basis. This is the place where students have an opportunity to meet with teachers in the subject area, as well as with the instructional assistants, and the other adults who are there.

Continuous Progress

We have decided that all curricular areas must be structured in a continuous progress fashion. This makes it possible for the student to move at his own rate of speed, self-paced toward performance objectives which have been clearly identified. Most of the self-pacing materials contain a single concept to be studied, a pretest administrable by the student to help him decide whether he already knows the material, measurable instructional objectives, learning activities using multi-media approaches, a self-test, a posttest (which is administered by an adult), and quest activity suggested for in-depth study.

We must erase the equation between credit and time. The only equation which we should want to build into a good learning sequence is the equation between performance and credit.

The performance/credit equation. In a student-centered situation, we must think in terms of continuous progress toward performance goals. Whatever the pace, we must erase the equation between credit and time. The only equation which we should want to build into a good learning sequence is the equation between performance and credit. To lock all students into the same time framework invalidates much of what we know about the process of learning.

John Carroll of Harvard has postulated that aptitude is the amount of time required by the learner to achieve mastery of a learning task. Implicit in this formulation is the assumption that given enough time, and barring critical organic and psychological handicaps, all students can conceivably achieve mastery of a learning task. There is increasing evidence to support Carroll's hypothesis. Consequently, learning mastery is theoretically possible for all if we can find a suitable means for helping each student. In a person-centered school, the continuous progress approach promotes instructional improvement by a truly individualized tailor-made schedule for each student.

This points out one of the major strengths of our program, namely, the relationship between student and teacher-consultant. Although each student has his own individual timetable, this does not preempt the opportunity for students to work in groups; indeed, the individual timetable is a prerequisite for flexible time allocations for various educational endeavors. Short term, non-scheduled group activities can be superimposed on a student's timetable. This permits use of community resources for groups of students, and also participation in health, fitness and recreation programs which are offered outside the school.

Student reaction. The basic roles of administration, faculty, and non-certified personnel have been discussed to some degree. But how do our students react to this person-centred environment? I suggest that the majority of students are capable and willing to assume major responsibility for their own eudcation. After participating in large group motivational sessions conducted by teachers and other students, followed by opportunities to discuss these sessions with their peers and teachers, they are stimulated to relate their problems and examine their ambitions with each other. As students succeed in completing the learning sequences of basic curriculum materials presented to them, they search for materials beyond that which the school demands.

The directed-study center. On the other hand, we cannot assume that all students are willing, ready, or able to take part fully in a program of independent study. Therefore, we have initiated a resource area which we call the directed-study center to assist these students. This center provides the student with an environment where he has the opportunity to work through the units of material under the supervision of an instructional assistant, with

Our success will depend largely on the quality of human relationships that develop between the student and his teacher-consultant.

the assistance of the total teaching faculty over the period of a week. These students remain in the directed-study center, and are not permitted the normal free movement around the school which is given to other students. We feel that at any one time there should be no more than three or four percent of the student body assigned to the directed-study center. When a student has demonstrated that he is ready to assume responsibility for his own learning, he may again resume his schedule with the rest of the student body. In considering the personal and academic problems that face students today, our success will depend largely on the quality of human relationships that develop between the student and his teacher-consultant.

Conclusion

In closing, I would like to quote these words written by students of Bishop Carroll: "Our teacher-consultants are people who contribute their special qualities and their friendship to us in our new system of independent learning. Our teacher-consultants are not different people, but people who care. Our teacher consultants help us to achieve our ambitions, give birth to enthusiasm, develop strength of character, and arrive at worthwhile goals."

Students at Bishop Carroll have indicated their pride in being part of a person-centered environment as, once again using their words, they say: "It is a place where we begin, we contemplate, we create, we discover, we learn, we love, we dream, we play, we pray, we share, we hope and we continue."

Administration Without Hierarchy : The Dawson Approach

PAUL GALLAGHER

Paul Gallagher, Director General of Dawson College of Montreal, holds a B.A. from Loyola College, teaching diplomas from Ecole Normale Jacques Cartier, and post-graduate degrees from studies at Bishop's University, the University of Montreal and Sir George Williams University.

His name is well-known in Canadian schools as co-author (with Murray Ballantyne) of *Canada's Story for Young Canadians*. Mr. Gallagher has held a number of positions in education in Quebec, including the posts of Director of Studies of the St. Joseph's Teachers' College of Montreal and Director General for the Catholic School Commission of Pointe Claire and Beaconsfield. Among other professional activities, he has been a member of the Advisory panel of the Canada Studies Foundation and of the Board of Directors of the Mental Hygiene Institute.

The conceptions most of us hold regarding large-scale formal organizations can be represented visually by the familiar line-and-staff organization charts which depict simply the presumptive authority relationships and communication patterns. Is there another way of organizing?

Paul Gallagher believes that there is another way, and that those who administer educational organizations, in particular, must attempt to create alternative patterns. As the founding director-general of Dawson College, a center-city community college in Montreal which received its first students in 1969, Gallagher has sought to implement a number of principles which have since become known as "the Dawson approach".

These principles are discussed in this paper, together with a description of the first three years of operation at Dawson College, with a focus on college governance. The College opened in 1969 "without any predetermined governmental structure or regulations". The evolution of a decision-making process which recognizes three equally important College constituencies – the students, the faculty, and others (including administrators) – is traced.

In the concluding section of his paper, Gallagher assesses the performance of Dawson to date. With a candor which is as rare in administrative writing as it is delightful and instructive, he writes, "For every ideal held out, every goal set, every aspiration enunciated, Dawson has fallen short ..." He then sets out the shortcomings and achievements of a pioneering institution of post-secondary education.

It would be misleading to suggest that Dawson College operates without structure, just as it would be untrue to pretend that the college operates completely conventionally. In the hope that our experience with some less conventional ways of operating a college may be of interest, let me attempt to present Montreal's Dawson College as a case study in educational administration.

The College and Its Setting

Dawson College is an urban college offering primarily two-year pre-university programs and three-year career (or technology) programs on the same campuses, with students of very different program orientations frequently sitting in the same classrooms and sharing in the same cocurricular and personal development activities. It also has an extensive continuing education unit offering part-time academic and community service programs. In Quebec, the college is known as a CEGEP or "public college of general and vocational education" of which there are 38 now chartered.

The first CEGEPs came into being in 1967; Dawson College's charter was granted in late 1968 in response to a request supported by most segments of the English-speaking community of metropolitan Montreal. Its organizational phase effectively began in January 1969; with encouragement from the Department of Education to get an English-language CEGEP in operation as quickly as possible and with a surprisingly high demand for places within the college, Dawson opened in September 1969 with some 1850 full-time students, grew to some 4200 full-time and 1000 part-time students in its second year, and to some 4800 full-time and 1500 part-time students in 1971-72. The projections for 1972-73 – the fourth year of operation – anticipated in all just under 7000 full-time-equivalent students, some 45 percent of whom will be registered in career programs.

The College's first campus was a converted pharmaceutical factory-office-research center in west-central Montreal; in its second year Dawson added a second campus, utilizing as the

core a building in the center-east of the city, used since the turn of the century by the Faculty of Commerce of the Université de Montréal (Ecole des Hautes Etudes Commerciales); to begin the third year, the college acquired a modest amount of office space at yet a third location and converted an unused convention hall into a gymnasium. Prior to 1972-73, additional office space, an 800-student junior secondary school building, and a theatre were added to Dawson's holdings. All but the original building are held by short-term rental agreements and Dawson expects to start all over again in 1974 or 1975 to establish the "new" Dawson College.

In short, Dawson is an instant, large, sprawling, center-city college in one of the most exciting and excitable cities in North America. This kind of development was not really planned, but it was predictable and predicted.

The Administration of the College

Pleasing though it might be to report to a group of educational administrators that the administration of the College has been rooted in some explicit and precise organizational theory, it is more precise to say that Dawson was a product of circumstances.

Reference must first be made to the times. In the late '60s, student militancy and disaffection with "establishment" educational institutions was very topical. University newspapers had been radically oriented for a number of years, the Montreal dailies had been increasingly critical of schools and universities, issues on American campuses were studied avidly if only from a distance, student governments in a number of secondary schools had formed an alliance and published a series of sharply critical newspaper editions (paid for by their school board). The computer incident (to use an euphemism) at Sir George Williams University seven months before the opening of the college was merely a climax to events that had been developing over the previous three or four years. In the late '60s Montreal had most of the characteristics of the large North American urban center.

Montreal and the Province of Quebec had their own special features which also influenced the way in which the college was originally organized. The first CEGEPs had been stormy fortresses of protest and demonstration almost from the days they had opened. Several factors were involved: most of these colleges had been established overnight with almost no opportunity for even preliminary planning; many had previously been "colleges classiques" or institutes of technology and had changed the name on the door but little else; some offered a very narrow curriculum although they claimed to be comprehensive colleges; the first graduates received rebuffs or at best cool receptions from the universities to which they had made application in good faith; protest and demonstration by young adults in Quebec were simply a popular activity.

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On the more positive side, the Royal Commission which had proposed the establishment of the CEGEP movement (under the name of Institutes) had given hope and inspiration to many people who felt either stifled or restricted by existing educational institutions and structures. The new colleges – with a minimum of external controls, adapting to student needs in a complex contemporary technological world, social as well as intellectual and professional centers – looked very attractive to many, on paper. Yet by late 1968, it appeared that none had given much indication of being able to translate such promise into reality.

The common bond among the first people associated with Dawson was not only a willingness, but also even an eagerness, to demonstrate that a new college could – and would – live up

to the potential it seemed to have.

The original members of the Board, all of whom had been directly associated with what could be called traditional education, deliberately looked for alternatives to, rather than repetitions of, what was familiar to them. Literally hundreds of people offered their services as teachers, and most made reference to the excitement and challenge of sharing in the building of a new college. University professors, secondary school teachers and principals, college teachers from outside Quebec, people from the world of commerce and industry, just plain interested citizens, indicated clearly in the first months of 1969 that they wished to get in on the action, and very infrequently for selfish motives.

But it was the secondary school student and his parents who gave real impetus to the Dawson style. For several months in the winter of 1968-69, meetings were held with students and parents almost daily; people associated with the College talked about what the college might be and do and then listened, and they heard an unmistakable desire for academic excellence, realistic preparation for employment, variety in curriculum, elimination of arbitrary and incomprehensible regulation of student lives.

It was really through these meetings, and through open discussions among the first persons hired by the College, that a pattern for the initial operation of Dawson College evolved and was articulated in the spring and summer of 1969. This pattern had many facets; those which are directly related to administrative structures follow:

1. Central to the Dawson approach was the conviction that the students, as we received them, were to be the focal point of all college activity. All educational institutions subscribe to this cliché, but at that time people commonly expressed the belief that most schooling had become insensitively arrogant toward students. We intended to change this state of affairs.
2. The stance was adopted that Dawson students, regardless of age, were adults, had to identify themselves as adult, and had to be accorded all the prerogatives of adult society as they knew them, even if they might not at the beginning accept the responsibilities normally demanded of adults.
3. The view was accepted that every individual within the college – student, teacher, secretary, floor sweeper – must be given full freedom to be himself, as long as the exercise of that freedom did not restrict the freedom of others. Most teachers insisted that they would be better for such freedom; most students really did not believe that they would be not only allowed to, but also prodded into, exercising freedom. The role of administrators was established firmly from the start – to establish, maintain, and develop the climate within which others could best exercise their freedom to learn.
4. It was held that participation in the life of the college was educational in its own right and that it was not only a right but also a duty of every member of the college community to participate. Encouragement was given to the views that education and learning could not be associated exclusively with the classroom and laboratory and that the experience of being a full partner in the college was also an essential part of each student's education. Faculty members were told in advance that they would be expected to make an extraordinary commitment of their time. (Those who were to do administrative tasks were unfortunately not told the same thing!) The reality that many students had family and/or social obligations and that many more would spend hours daily in commuter travel was honestly overlooked.
5. Positions and titles were deemphasized; rather, we concentrated on attracting good people in the belief that leadership and influence would result as a matter of course. One of the most commonly used phrases in the month before Dawson opened was, "It will all work out". And most honestly believed that to be the case, or were prepared at least to wait and see.

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6. After months of discussion, it was concluded that the college should open without any predetermined governmental structure or regulations. Quite literally, it was presumed that there was unanimity of institutional goals or priorities and degree of commitment and that "with good will, mutual trust, dialogue, and time Dawson College would become the reality ..." sought by all. Some were perceptive enough to note that, even so, conflicts could arise; these should be resolved by the persons concerned but if that were unsuccessful one could call upon a mediator or arbitrator.

And then the doors were opened to some 1800 students, 150 faculty members, and about 70 administrative and support people.

The College Opens

In the very first weeks of the active life of the college, the pattern for the initial operation was extended in what most saw as a logical and consistent fashion.

The notion of individual freedom developed quickly to the point where the college was seen as a collection of individuals pursuing their freedom individually and choosing to form groups to pursue common goals or interests; in fact, very little, if anything, was of college-wide concern; people were very anxious to avoid imposing themselves on others.

The notion of responsibility, almost from the first day, ran contrary to the view that people should have distinctive tasks and responsibilities resulting in a hierarchical organizational structure in which it would be clear as to who would be responsible for what. On the contrary, the "collective responsibility" approach was embraced. The first formal meeting of faculty members can be recalled vividly. Each had been hired because of some distinctive competence, but no one had been given any precise role to play beyond teaching and no one had been assigned to any department, unit, or sector. One of the objectives of that meeting – since there were so many people and so many interests involved – was to see if faculty members wished to organize themselves into working sub-groups. Within an hour they had grouped themselves into very conventional departments, along academic discipline lines; some departments immediately named chairmen, others secretaries, others interim chairmen, and some did no naming at all. The one thing common to all was that, even though some people were elected to identifiable positions, no position was to carry any power – especially decision-making power – with it. All departmental decisions were to be collective decisions.

There was virtual unanimity among faculty members that, if there were an honest belief in the merits of participation by students, the voice of students in departmental decision-making should be at least equal to their own. Student parity at the departmental level was not won by students; it was required of them. Within a very few months, the departments of faculty members and students became the basic operative units of the college and parity decision-making was extended to virtually all spheres of college life.

Perhaps because all were optimistic, energetic, and idealistic in those first months – and certainly not because anybody decreed it to be so – it happened that most decisions in departments, in clubs, and in informal gatherings were arrived at by consensus rather than by quicker majority view. Argument went on incessantly, but rarely with acrimony, and consensus was reached or decisions were set aside on the grounds that people felt unready to arrive at any conclusion. Decision by consensus became part of the Dawson fabric.

It was agreed that the college was made up of three equally important constituencies – the students, the faculty, and the others ....

College Governance

One of the first formal acts of the internal college community was to establish a Commission on Governmental Structures. After some initial discussion, it was agreed that the college was made up of three equally important constituencies: the students, the faculty, and the others who were collectively called administrative and support personnel. It was agreed in advance that no government structure could be proclaimed official until it had at least majority support of each of these constituencies.

Then the Commission went to work. It received briefs from anyone who wished to present a comprehensive governmental plan or who wished merely to speak to one aspect of governance. It deliberated weekly, reported on its progress from time to time and, at the end of the first year, came up with a formula on which there was to be a vote. But time did not allow a three-constituency vote at the end of the first year; faculty then doubled in number, a whole new group of students arrived for the second year and had to be involved in the process before any vote could be taken; so a second year of operation began, still without an official and formal governmental apparatus.

Nevertheless, the college did function governmentally that first year – mutual trust, good will and dialogue did serve as an adequate interim substitute for official structure.

In that first year, consensus was indirectly achieved on three important aspects of governance through the exercise involved in debates over structures. Agreement was reached that there was no theoretically ideal governmental structure because structures must adapt to their people governing and being governed; it was therefore agreed that, whatever governmental apparatus should be decided upon, it must be flexible, easily changed, and professedly temporary. Secondly, it was concluded that there should be no division between producers and consumers at Dawson, that all were both. The three constituencies were seen not as competitive power blocs but as cooperative groups with different perspectives which were nevertheless compatible. In consequence, Dawson has had no student newspaper, only a College newspaper; no student government except to deal with matters of exclusive student concern and these are few and far between. Dawson had, until recently, only a very loose faculty association in a province which places great importance on teacher unionization. There has been a distinct opposition to any movement which would set students, teachers or others against each other. Lastly, there was insistence that the college should be open in every respect to avoid any sense of exclusivity and to encourage mutual trust. Doors were to be open, all meetings were to be open; no "faculty" lounge has existed; washrooms are merely labelled "Ladies" and "Gents".

By February of the second year of operation, the desire to have order as well as freedom had become sufficiently widespread to bring about a vote on proposals of the Commission on Governmental Structures. Despite a rather extensive "get out the vote" campaign, the Commission's proposals were accepted by a majority of each constituency, but with less than 25 percent vote on the part of students.

Several factors contributed to the really very low voting percentage, not the least of which was the story of the previous year and a half. The College community had functioned rather happily and constructively for all that time without official governmental structures; many people really did not see why the college should not simply continue indefinitely that way. Some claimed that an official governmental structure would only produce legalisms and technicalities and destroy the sense of community forced by the absence of structures upon which people can become too easily dependent.

The first official Pattern of Government for

Dawson College, which did little more than formalize principles already embedded and practices already tried, changed one characteristic of Dawson life. It established two parity councils: one to deal with college-wide academic questions, the other to deal with non-academic issues of general concern, and thus at least theoretically removed from administrators the frequently awkward task of mediation and/or arbitration. This step was seen as the crowning of the progress toward self-government within the college.

was in evidence. In fact, most were now even more convinced than ever that Dawson was on the right governmental track – but they were not sure how long it might take to reach the station.

What Has Been Learned?

For every ideal held out, every goal set, every aspiration enunciated, Dawson has fallen short – or at least it has not yet achieved the levels envisioned before the college opened.

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It would be a distorted picture if reference were not made to the posture adopted by the Board of Governors, especially during that first one and one-half years when Dawson had no formal governmental apparatus and no internal regulations. The Board was, of course, legally and morally responsible for the operation of the College, but the original members had agreed to allow the college to find its own level. To their credit, and they surely wondered at times if their agreement should be continued, they stayed out of public prominence despite all the ambiguity and inefficiency. On no occasion did the Board initiate any action which would impinge upon the internal life of the College; the members saw their role as one of facilitating rather than directing. Board members deliberately maintained a low profile; to this day, most people at the College are not even aware of the existence of the Board, and most who are do not think of it as a particularly important body. Incidentally, the Board members served as an admirable model for consensus decision-making.

The third year of operation can be summarized rapidly: the euphoria of starting a new college no longer existed, some of the human problems came starkly into focus, physical restrictions became very serious, the balance of order and freedom remained an issue, but no serious demand for change in style or structure

One could list a whole catalog of failures and inadequacies, but direct attention might best be given to only a few.

1. There was not built into the Dawson model a method of evaluating performance; only now is there an effort to develop performance criteria. People can be canvassed for a sense of their response to Dawson, "gut" feelings can be expressed, but there is little basis for detached assessment. Many consider this to be a serious limitation.
2. As they look back, most people at Dawson would claim that more attention has been paid to governance than to academic credibility. Ideally, the two would be in balance, but many sense that there has been a preoccupation with self-government at the expense of action which would follow from a recognition that the real freedom Dawson has offered has been the freedom to learn.
3. There now is a clear realization that all do not share many of the same goals and priorities. As an experiment in human relations, Dawson has not been utopian. There have been some bitter interpersonal conflicts, not many, but each very serious to the persons concerned. In consequence, Dawson has been a psychologically exhausting experience, particularly for those who are really committed to its style and proclaimed objectives.

4. In a more practical way, there has been an awesome price to pay for the decision to separate the person from the position. It has been difficult to find out how to get most things done. (There really has been a serious communications problem.) We see that it is easier to proclaim group responsibility than to obtain group accountability, and the college has taken a great toll on the energy of the relatively few people who seem to be involved in virtually every aspect of the life of the college.

In general, we seem to have articulated a viable set of goals and created a spirit which is compelling, but the processes by which these goals and spirit can be realized have not been adequately developed. Although some said and believed at the beginning that, "It will all work out," it hasn't – not yet anyway.

On the other side of the ledger, some real achievements can be noted.

1. The college is still in existence – a reality that many people might have seriously doubted on occasion.
2. There is no shortage of people wishing to become a part of Dawson, and most for the right reasons. There have been about three good applicants for every opening for students. The number of solid applicants for teaching positions has consistently been far in excess of need. There has been little trouble finding persons willing to assume administrative and support positions, even though such positions are frequently demanding and even though there is an effort to warn people in advance of the peculiarities of Dawson.
3. The turnover rate among faculty members has been very low – only three out of more than 325 seem to have left largely because of what Dawson was doing or trying to do – despite the fact that there are three other English language CEGEPs which operate more traditionally than Dawson. The turnover of support personnel has been almost negligible. Perhaps strangely, but also perhaps logically, the highest turnover has been among people who were asked to assume senior administrative responsibilities. The strain, the ambiguity, the vulnerability of their work has been a major concern. At the same time, morale of all staff members has generally been much higher than most have experienced elsewhere. There is a lot of complaining; many people are seldom satisfied and frequently frustrated, but the potential for achievement seems to sustain most Dawson people.
4. The preuniversity graduates have had no trouble being admitted to university studies, and their pattern of success to date has not differed significantly from graduates of other institutions. Because the first career program graduates entered the employment world only in the last few months, there is no reliable reading on their performance; it is known that there were more than ample job opportunities for them, even though the general employment situation in Quebec could hardly be described as attractive.
5. With respect to college governance, the notions of responsibility and accountability are catching up with the notion of freedom. It was to be expected that most people would initially be more prone to protect and foster their freedom than to be particularly sensitive to the rights of others. Especially for those who have been active participants in the life of their college, the gradual, but personally felt recognition that disregard for others pays only short term dividends has taken hold. Many have come to respect others in a truly human and honest way – and to respect differences and to respect themselves – to a degree that might not have been possible had the college members opted

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for a more traditional form of governance.

6. Many at Dawson have come to understand that the call to participation cannot be the same for all. At one time, the most active people rather resented the fact that some others did not wish to participate in those aspects of the life of Dawson that they themselves found most compelling. Now, there is a greater sensitivity to the fact that each person can only participate in his own way and in terms of his own goals — that participation is relative, not absolute.

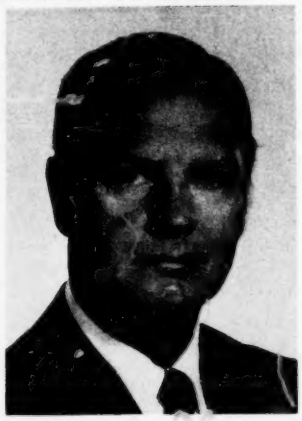
* * *

Dawson has been an alternative to other institutions to which Dawson people could have had access. That an alternative can exist seems to be valuable.

But Dawson is many sub-communities loosely tied together by ideals and visions rather than structures, and so it provides alternatives within itself as well as being an alternative. As long as it can continue to be an alternative, and as long as it can continue to provide alternatives within itself, Dawson will be successful. Success will depend upon good will, trust, and dialogue as it did from the beginning. It will also put a high premium on energy, imagination, willingness to change, and time.

Stirring Up a Storm : Introducing Family - Life Education

ROBERT PLAXTON and **HARALD GUNDERSON**



Dr. Plaxton is the Superintendent of Schools for the Lethbridge Public School District. Previous to this appointment, he was Director of Development and Research for the Calgary Public School Board. His career in education includes over a decade of teaching plus a number of years as a central office administrator. He is well-known throughout Alberta for his service on numerous curriculum committees at both local and provincial levels.

Mr. Gunderson is a former Vice-Chairman of the Calgary Public School Board, President of the Alberta School Trustees' Association and is Director of the Canadian School Trustees' Association. Following a career in journalism, he launched his own firm (Gunderson Public Relations) in 1966. He has maintained an interest in journalism through freelance writing and broadcasting and by lecturing at Calgary's Mount Royal College. In addition to his duties as a school trustee – he led the polls in his reelection in 1971 – Mr. Gunderson retains membership in a number of community organizations.

Family-Life Education! The title alone seems to be sufficient to "stir up a storm." Plaxton and Gunderson (administrator and trustee, respectively) in the articles which follow help the reader relive a controversy that has shaken the city of Calgary in recent years. Is "family-life education" a legitimate part of the school curriculum or a subversion of parental rights? The events of the Calgary controversy are reviewed by both writers – by Plaxton, with thoroughness and committed detachment; by Gunderson, with colorful superficiality. Each writer then presents and supports his position. The arguments they muster in this fascinating debate comprise a classic episode in the ongoing battle royal over family-life and sex educational in our schools.

ROBERT PLAXTON comments:

Throughout the conference proceedings reported in this monograph you have read a good deal about approaches to schooling which emphasize the individual and his particular needs and concerns. Much of what has been presented to you has been at the theoretical level, and that is good. Good administrators must have a solid theoretical base from which to operate. Perhaps you accept some of the views presented. However, as administrators you know that our world is a world of the politically possible. You know, too, that not everyone agrees with the general theme which serves as the unifying principle for this monograph. *You* know that the real crunch for school administrators comes at the point of implementation, particularly if the issue at stake is value-laden.

No other issue area has stronger values associated with it than the relationship of man to woman. Because of the potential for violence inherent in these human relationships, every society has applied its most rigidly enforced taboos in the area of sexual relationships. Our written history is replete with accounts of crimes of passion. Psychologists have identified the sexual drive as one of the most powerful motivating forces in human behavior. Our literature is full of stories and poems about love. The most common theme in children's stories is "boy saves girl at great danger to himself whereupon they get married and live happily ever after." Nothing else brings tears to our eyes faster than an account of men or women enduring great personal hardship because of their love. The emotions engendered by the sexual relationship may be hate and violence or they may be love and sacrifice – but they are *always* strong. Is it any wonder, then, that a suggestion to include the study of sexual relationships in school curricula can stir up a storm – a violent storm!

And when the storm breaks, the persons usually caught in the open field, with no protection from the winds, the rain, the hail and lightning are the administrators and the trustees. Mr. Gunderson and I – a trustee and an administrator – intend to deal with such a storm; we will present a case history of the attempt to introduce family-life and sex education into the schools of the Calgary Public School System. It is not our intent to provide answers to your questions of how to, or even whether to introduce such programs. We hope to tell you what happened, and perhaps why. Because you will be reading a dialogue between a *trustee* who has consistently voted against the introduction of sex education into the schools and an *administrator* who has consistently taken a stand in favor of the introduction of such programs, you may learn more from the ways things are said than from what is said. What you will read will be much more subjective than objective, and for this no apology is needed. After all, isn't this the kind of game we're getting ourselves into when we talk about education for a humanistic era?

A History

The history as taken from the minutes of Board meetings provides a skeleton of hard

facts. These facts give little inkling of the real flavor of the situation, but are necessary background to comments to be made later.

The matter first came before the Board officially in January 1967, when trustee Mrs. Mary-Ellen Johnson, who spearheaded the fight for sex education in the schools over a four-year period, moved that:

> The Calgary Public School Board make available appropriate courses in the field of preparation for family life and adult living on a voluntary basis to all students in Grades 5 and 6 in the Elementary Schools System and to all students in the Junior and Senior High Schools; such courses to be concerned with the biological aspects of the human reproduction system and the responsibility owed by the individual to society for his or her conduct.

The motion was referred to an *ad hoc* committee for study. The *ad hoc* committee reported back to the Board one year later in January 1968. No action was taken on the report at that meeting, and Mrs. Johnson's motion, already delayed a year, was referred again – this time to a meeting in February, one month later. At that meeting, after considerable discussion, a substitute motion put forward by Mrs. Johnson and amended by Mr. Gunderson was carried. The motion read:

> Be it resolved that the administration report on the feasibility of establishing at the Junior High School level a course or courses in Family Life and Sex Education.

Please note that the motion now referred only to the Junior High School level and simply asked for *another* study, this time by the administration. At that same meeting, administration was asked to comment on the feasibility of the Adult Education Division making courses available in Adult Living and Family Life Education, and it was decided that the subcommittee on Family Life Education should not be disbanded until the report from administration was received.

The report from administration was presented another year later in January 1969. Discussion of the report was deferred no less than three times; the final time to an Education Committee meeting of the Board held in a high school auditorium, March 18, 1969. At that meeting, the Board heard briefs from at least 18 persons. In addition (and over the objections of one trustee), the Board heard a presentation of the Report on Family Living and Sex Education of the Elementary Curriculum Committee. The heated meeting closed at nearly one in the morning without any discussion of the administration's report. In fact, the Board minutes make no further reference to this report or the other two major reports submitted.

At a meeting a little over a month later, on April 29, 1969, the Board established its policy and guidelines with regard to Family Life and Sex Education. These can be summarized as follows: the Board agreed that, at all levels, there would be *no* formal program in the schools, that teachers would be expected to exhibit at all times an attitude of openness in dealing with children's questions, and that teachers be urged to continue their efforts to strengthen family loyalties. At the junior high level, school staffs could organize special seminars, as an optional activity, to deal with sex education, provided parents were adequately informed of the nature of the seminars and of their non-compulsory nature. Whereas staffs of junior high schools were *permitted* to organize such seminars, the high schools were *urged* to conduct them, subject again to parental involvement and optional participation.

An amendment put forward by Mr. Gunderson and accepted by the Board required any optional sex education seminars to be held outside school hours.

A year later, the matter was raised again by Mrs. Johnson, this time before a new Board. After the Board had heard position statements from persons representing nine different organizations, it passed amendments to the then-current regulations. These amendments permitted the optional seminars to be held *during* school hours in junior and senior high schools, but required that parents sign a form which

authorized the participation of their children. Further, the regulations required that the school make available suitable study facilities, or alternative educational activities, for the non-participants, including those who failed to return the required parental authorization. The new regulations also stated that seminars must be conducted under the personal direction of a mature person who in the opinion of the Superintendent is qualified to teach the subject in an objective, factual and dispassionate manner. These regulations stand today.

At that same meeting, the Superintendent reported that the program was relatively dormant. He stated that the Family Life and Sex Education program required an expeditor and that this function could not be done with the staff presently available. Subsequently, the position of Family Life and Sex Education Consultant was placed in the 1971 budget estimates. A motion by Mr. Gunderson, on April 14, to delete this item from the budget was defeated on a four to three vote.

The search for a consultant began in May 1971. The best candidates were members of the clergy. The position was first offered to a Catholic priest who refused it. It was then offered to Reverend Dale Berg, a Lutheran minister. Reverend Berg accepted the position under a three-year contract, effective September 1, 1971. There was considerable bitterness surrounding the appointment, and the attacks aimed at Reverend Berg and at the policy of the Board were at times quite violent. One such attack by a Board member, which was printed in a weekly paper, prompted the Chairman of the Board, only seven days after Reverend Berg assumed office, to state, among other things, that "trustees have the right to express their opinions on Board matters, but when expressed opinions also presume to state facts that are false, the statements invade the area of irresponsibility." He further stated that "it has been said many times that outbursts which betray the built-in biases of certain individuals only demean the author of those outbursts, and this was a good example of this type of conduct." The trustee referred to replied that his comments had not been intended to reflect on Reverend Berg personally. "I am saying," he stated, "that we did not have the experience to make the commitment that we have made and that was the point that I was making and nothing more."

On November 30, 1971, the Board received a petition signed by approximately 3,200 individuals objecting to the establishment of a program of Family Life and Sex Education, and to the appointment of the specialist. The petition called upon the Board to hold a public meeting for the purposes of studying and assessing their concern in this regard. The Board, as required by the School Act, called the public meeting as requested. The well-attended meeting was held on January 11, 1972, and although tense, was well controlled. There were few emotional outbursts. Many comments were heard from those representing both sides of the question. The meeting appointed a committee with representatives from both sides to prepare recommendations for the Board.

This public committee reported to the Board on February 22, 1972. The report was received and referred to administration for comment and recommendations in cooperation with the secondary principals' associations. Subsequent debate by the Junior and Senior High School Principals' Associations showed that the principals could not accept some of the recommendations of the public committee. The Board at its meeting of May 23, 1972, accepted an administrative recommendation to establish yet another committee, this time of central office administrators and principals, to develop specific regulations that "will satisfy the concerns of principals and which will also meet the intent

The attacks aimed at Reverend Berg and at the policy of the Board were at times quite violent.

of the Public Committee." This report was to be presented to the Board in late October 1972.

Reverend Berg left the employ of the Board June 30, 1972. To date (October 1972) the Board has not directed that a replacement be sought.

It is impossible to prevent exposure to other values unless we retreat to Hutterite-type closed social systems.

Statement of Belief

I believe that the family is *the* fundamental unit of our society. I believe that the break-up of this unit is nothing short of a disaster for society and for the individuals involved, especially the children. At this time I simply cannot see a viable alternative to the family as the basic socializing unit. I believe, therefore, that the schools, the only institution that works with all of the young, should make every effort to strengthen the family as an essential social unit. I believe that a well-conceived and well-conducted family-life and sex education program can assist in this important undertaking.

I believe that more damage is done by concealing from young people the truth about their sexuality than by providing them with the facts. All adults have a responsibility to protect the young from the tremendous human misery that can befall them because of ignorance. I refer to unwanted pregnancy, venereal disease, premature marriage, over-riding concern about one's sexual development and relationships with the opposite sex during the adolescent years, unreasoned fear and unnecessary guilt. To abandon our children to these manifestations of ignorance is a crime against a new generation. I believe that a responsible sex education program could forestall many of these dangers.

I believe that the unhealthy emphasis on sex presented to the young through magazines, books, advertising, false and misleading information, and exploitative philosophy frequently provided our children by their peers, must be balanced by the provision of factual information and by attitudes of love and honest concern for others. I believe a family-life and sex education program in our schools can provide this balance for all young people.

I believe it is highly dangerous in an age when communication is becoming increasingly open to try to shield the young from value systems which conflict with our own. It is impossible to prevent exposure to other values unless we retreat to Hutterite-type closed social systems. Further, if our values are based on solid logic and firm conviction, comparison with values of others will only strengthen our values in the minds of our children. In the end, the young people must make their own decisions among conflicting values. To force them to make these decisions without the benefit of adequate information, and the techniques of rational decision-making is to invite decisions based on little more than a rebellious attitude or unthinking, fear-ridden acquiescence.

With regard to the implementation of family life and sex education programs, I believe that:

1. programs offered must be optional and that those that do not opt into programs held during schools hours must be provided with educational experiences of interest and value to them;
2. parental involvement and participation is necessary. Parents must know in detail what the course or courses will contain; they should be involved in the planning of the program and the selection of the teachers involved; and they should be invited to attend all sessions that their children attend; and
3. the programs should be offered only under the guidance of well-trained, mature, loving persons.

Finally, I believe, and I have evidence to support that belief, that a very large proportion

of our junior high school students and their parents wants the school to provide sex education provided the safeguards listed above are developed. I believe the school must be responsive to the desires of both the parents and their children.

HARALD GUNDERSON comments:

This discussion and its predictable outcome remind me of two Canadian churches. One free-thinking group said on its outside display board, "There ain't no hell." And the fundamentalist church across the street replied with its board, "The hell there ain't!"

In my view, the issue depends on your perspective. I hope it's better than the near-sighted scientist who tried to cross a rooster with a rooster and all he got was two cross roosters!

Family Life and Sex Education

Strip away the heat and the emotions and two questions need to be answered:

1. Can sex education be presented usefully in the schools?
2. If so, *should* it be presented there?

On the first point the answer is a resounding yes. But there are crucial qualifications: (a) Would it be a sex education course? (b) What grade levels would be taught? (c) Who would do the teaching? (d) Can you teach sex without morals? (e) If not, whose morals? (f) If we teach sex education, why not driver education? drug abuse? smoking? care of infants? respect for the state? and a host of other things.

But the second point is the more crucial: *Should* this be a job for the school? I think not.

It's true the school can make a contribution to a function that belongs to the home, but it doesn't automatically follow that it should. *Good intentions don't guarantee beneficial results.*

What about those parents who feel perfectly capable of carrying out their responsibilities in this field? What about that curriculum some say is already over-loaded? If you add, what do you subtract? As the Permanent Joint Committee of the American School Boards Association and the American Association of School Administrators said in 1967:

> Pressure on schools for family life and sex education courses is not unique. Over the years, many well intentioned groups have sought to capitalize on a captive market – often without inquiry or concern as to whether an appropriate frmework exists to include the topic in the curriculum.

That they ask – and keep on asking – is no surprise. That the schools and their advisors would accept such invitations has to be the ninth wonder of the world.

From the standpoint of the Calgary School Board experience, one would say, "If this were China, it would be the year of the Cuckoo."

What's the track record?

1. Endless debate.
2. Community furor to the point where pro "sexperts" tried to influence the last school board election.
3. The sex salesmen fight amongst themselves and, like the NDP, they have a Waffle wing. They are not content with simple information programs but want details on contraceptives and birth control peddled with social studies, and math and the dangling participle!
4. The School Board said no money will be spent – then allocated $15,000 for a Director of Family-Life and Sex Education!
5. Who did the compact majority – they're gone now and may they rest in their split infinitives – seek to appoint as Family-Life and Sex Education Director? A Roman Catholic priest. What was he to teach? Celibacy? Fortunately, the priest from Ontario showed more sense than the majority of the Board and declined to come to Calgary where a real controversy raged over his appointment.
6. The old Board then decided to hire a Lutheran minister. A man who the more I

met the more I liked. If the truth were known he received more static from the sex education pushers in the community than he did from those anti-family-life and sex education parents with their so-called hang-ups.

I'm convinced that those who push sex education down our throats are the ones with the real hang-ups!

Come to think of it, I'm convinced that those who push sex education down our throats are the ones with the real hang-ups! And don't nail me for mentioning just sex education and leaving off family life. If you want a real argument – try to tell me the shape and characteristics of the *typical* Canadian family! It's like this business of normalcy – what is normal? I submit if you can't define something, how can you teach it?

Robert Ebel, Professor of Educational Psychology at Eastern Michigan State University, writing in the September 1972 issue of *Phi Delta Kappan* asked the question, "What are schools for?" His view was that public education appears to be in trouble. We are faced with high taxes and teachers wanting higher pay and easier working conditions. College and high school students have rebelled against what they call The Establishment.

He wonders if the most serious problem isn't the fact we seem to have lost sight of, or become confused about, our main function as educators, our principal goal, our reason for existence.

And educators, he says, have been conned into accepting wrong answers to this question. He points out: Schools are not custodial institutions responsible for coping with emotionally disturbed or incorrigible young people, for keeping non-students off the streets or off the job market. Schools are not adjustment centers, responsible for helping young people develop favorable self-concepts, solve personal problems, and come to terms with life. Schools are not recreational facilities designed to entertain and amuse, to cultivate the enjoyment of freedom, to help young people find strength through jobs. They are not social research agencies, to which a society can properly delegate responsibility for the discovery of solutions to the problems that are currently troubling the society.

Professor Ebel says he does not deny that society needs to be concerned about some of the things just mentioned. But he denies that schools were built and maintained primarily to solve such problems. He claims that schools are not good places in which to seek these solutions, nor have they demonstrated much success in finding them.

Ebel says schools have a very special mission and if they accept responsibility for solving many of the problems that trouble some young people, they are likely to fail in their primary mission without having much success in solving the rest of our social problems.

What are schools for? Ebel states that they are for learning, and what ought to be learned is *useful* knowledge. Knowledge and intellectual skills.

Let me sum up his arguments. Though many conditions contribute to our present difficulties, the fundamental cuase is our own confusion concerning the central purpose of our activities. Further, schools have been far too willing to accept responsibility for solving all of the problems of young people, for meeting all of their immediate needs.

Professor Ebel warns that schools will and ought to be held accountable if they persist in trying to do too many things. Schools will show up badly when called to account for things they were not designed nor equipped to do, and for things that in some cases cannot be done at all.

We have been guilty of jumping into too many things. We have invited and embraced programs without sufficient knowledge as to

Crash programs are rash programs; they result in hash and trash.

what they will accomplish or what will be the total bill. Crash programs are rash programs; they result in hash and trash.

There's a powerful lobby in Canada to get sex education into the schools. It's powerful because those involved are the big manufacturers of audio-visual and print materials. This will be turned into a million dollar racket for *schools suppliers and the manufacturers of contraceptive devices.*

Strengthen the home? Nonsense, you weaken it by taking away its responsibility. There is too much imperialism in education. Shove the parent and the home out of the picture and let "George" do it – George being the school and George being suspect because there have been other times he's tried to do something and failed miserably: new math, ETV, oral French, reading skills, among others.

Kids want it? Will we next consult children on the care and raising of children, and then, when possible, infants on the subject of babies? Why not consider the Vancouver experience? Family life and sex education classes were held at night. Boys went with fathers and daughters with mothers. This opened new avenues of communication in families.

Sweden is a good example of what can happen when the schools are given free rein in sex education. Not long ago the King's physician, Dr. Ull Nordwall, and 140 other eminent Swedish doctors and teachers petitioned the Swedish government with their concern over sexual hysteria in the young. They asserted that since it appears to be a product of modern education it is now the business of the schools to correct it. The Swedish Board of Health sent a warning to the government which resulted in formation of a Royal Commission to investigate all aspects of teaching sex in the schools. The petition to the government said:

> The advanced pedagogues who rule Swedish education have bombarded school children with sexual instruction for which their immaturity ill fits them, and the result has been an unnatural over-sexualization of the rising generation.

In 1969, the Association of American Physicians and Surgeons at a meeting in Chicago said, in opposing sex education in the schools:

> The role of sex has been greatly overemphasized and premature and improper instruction can harm young people irreparably and permanently and thereby weaken the family and the nation.

The Association said it was immoral and unwise to separate sexual conduct from moral concepts which are within the jurisdiction of the family, and noted that compulsory education and sexual permissiveness in Sweden has caused medical leaders there to deplore the results.

We should carefully consider the latency period where family-life and sex education are concerned. Willard Olson found that:

> children of the same age and the same grade location are regularly found to differ by as much as four or five years in their maturation and their readiness to perform tasks.

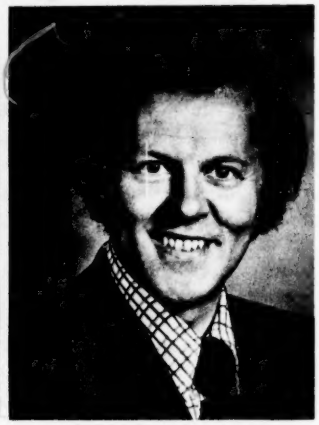
Please don't color all my remarks negative. Parents need to be educated for parenthood. If there are better and cheaper ways to rear young children, we have to identify them and make them a serious part of our public education curriculum. Over and above knowledge, families will often need other kinds of support. Parents whom we work with seem to need someone to talk with during more stressful periods, such as during an infant's second year of life when he becomes both more accident-prone and more negativistic.

This means strengthening each family's capacity to rear young children through provision of parent education, professional consultation, and support and materials when needed. This I support!

Common sense in education? Yes!
Family-life and sex education? No!
The defence rests!

Change from the Top : An Impossible Dream ?

MAUREEN HEMPHILL and **DAVID HEMPHILL**



Maureen Hemphill is Chairman of the Assiniboine South School Board of Winnipeg. She is also a member of the Residents' Advisory Group on Planning and Zoning (Winnipeg) and Chairman of the Metropolitan Winnipeg School Division Review Committee. Her professional training is in nursing (Vancouver General Hospital). She is also the mother of four children.

Dr. David Hemphill (Ph.D. in Educational Administration, University of Alberta, 1968) is Managing Director of the Manitoba Museum of Man and Nature in Winnipeg. He has experience as a teacher and principal (Vancouver) plus university teaching and educational consultative work associated with his postgraduate studies. Prior to entering his present field, Dr. Hemphill maintained a particular interest in computer data processing as associated with education. This interest was well exercised during 1968-70 when Dr. Hemphill served as the Director of Research and Planning for the Manitoba Department of Youth and Education.

How do you capture a "happening" in print? This was the task facing the editors in attempting to provide a written report of the presentation given by Maureen and David Hemphill, for it was a "happening", a once-only event in which speakers and audience were inextricably woven into a totality unique in itself and much more than the sum of the individual contributions.

Is it an impossible dream to have "change from the top"? The Hemphills asked their audience to help them address that question. As a vehicle they used a play in which they and their audience became the actors. First the school trustee (Maureen) appealed to the electorate (the audience) for their understanding of her role. Questions on school issues? – the "electorate" had plenty. Then came the superintendent (David) to exert his will upon the teachers in the system (audience cum electorate cum teachers). Finally the scene shifted to a clash featuring superintendent and trustee versus parents (the audience again!).

While all who participated in the "happening" agreed that it was great fun, the seriousness of the problem of implementing changes in our schools was not lost in the pleasure of role-playing. Indeed, because for an hour or so a community sprang to life and was caught up in a conflict of wills, the lesson was lived as well as learned.
Here then is the shadow of the event. The reader must recreate the substance.

Scene One

(Ms. Maureen Hemphill, School trustee, has just been introduced by the chairman at a meeting of ratepayers in her ward. She rises to address her audience.)

MS. HEMPHILL:

Thank you Mr. Chairman. Ladies and gentlemen, I want to talk to you tonight about the role of the school board as a corporate body and the responsibilities of the individual trustee as an elected representative. The representative function of the school board is the only one that justifies a trustee's existence today. Administration can be most effectively performed by suitably qualified staff hired for that purpose. The role of implementing policy does not require elected officials. Thus the representative function becomes paramount.

This function is based on two assumptions: first, that the trustee has an adequate understanding of his community; secondly, that the trustee has an adequate understanding of the educational system in which he works and that he has the means of communication which will allow him to convey information to professional administrators and to the electorate.

Primary allegiance must be to the community *as a whole*. This community includes administrators, teachers, and students as well as taxpayers. Yet it is very important that the wishes of the laymen, the taxpayers, do not get lost in an administrative or bureaucratic jungle. In some ways, my role is closer to that of public ombudsman in education than that of protective shield for staff. We must make sure we do not dwarf the legitimate request of a citizens' group for a change which is humanistically desirable, but administratively messy. We knov that our responsibility to our students often gets lost in a system where a smoothly operating organization is the main objective. We, as parents and taxpayers, must accept some of the blame for this. We make it seem that our requirements are so very simple. For caretakers, a clean school is a good school; for teachers, a quiet school is a good school; and for principals, a clean and quiet school is a good school. If you lead them to believe this is all you want, this is all you will get. We know that we want more than this from our schools. The educational process is presently being challenged from every corner. Parents, taxpayers, and

students are banging on the doors, criticizing the decisions of both the professional and the elected people, and challenging the authority of both. We can either stand fast with our feet firmly planted in our organizational structure until the windows and walls are broken in by force and the ceiling crumbles around our heads, or we can open the door and start talking about how we can achieve a balance that gives credibility and value to both ends of the spectrum.

CHAIRMAN:

Thank you, Ms. Hemphill. Ms. Hemphill has indicated that she would be willing to answer questions from the audience.

QUESTION:

How can you and the other members of the school board possibly justify the tremendous amount of money that is currently being spent on administration? – money that should be going toward the education of our children!

MS. HEMPHILL:

You are talking about establishing priorities. That's a very good point to bring up. It's something that I think is very important. The tendency is for school boards to fail to think out their goals. They don't spend time planning what they *want* to accomplish. They don't even look at what they *are* accomplishing. They get caught up in the day-to-day operation of a very large business and they tend to forget the purpose for which they were elected. I think that the kind of thing you are suggesting should be done on a continuing basis; on many occasions I've pleaded with the Board to give more thought to what we hope to accomplish and how to get the best value out of *your* dollar. I would look seriously at all the levels of administration in our structure. If I had a free hand and my money were tight, and it usually is, I would prefer to eliminate some of the stages in administration and use those bodies in bringing down the pupil-teacher ratio in the classroom. I think your point is a very good one and one to which we should pay a lot of attention.

QUESTION:

Do you really think school boards are necessary? Isn't it true that it's the provincial government that has all the real power? Aren't you trustees just scapegoats the province uses to hide from taking responsibility for the decisions made by the cabinet?

MS. HEMPHILL:

I think they are necessary, and for a couple of reasons I suggest that they be maintained. The first one is the potential they offer for local autonomy. The second major point is each board's potential for implementing change. I think that when you look at educational reports – the task forces, the Worth Report, the Hall-Dennis Report, the various White Papers – all suggest massive changes that would have a very serious effect on our society. Yet these reports are not being implemented by legislation. Now that's a fact. They could be implemented by legislation, but they are not. The power to do it, the ability to do it, immediately, quickly, without requiring legislation, rests in the hands of school boards. I suggest that instead of eliminating boards, you press them to do the job that you want them to do.

QUESTION:

You've stated, Ms. Hemphill, that sometimes your role as a trustee is somewhat like an ombudsman. Now I ask you, how can you and other trustees give the leadership our schools need yet at the same time act to correct the injustices within the system itself?

MS. HEMPHILL:

Sir, you must understand that in our school system we have two layers of decision-making; both have a head and both have distinct and definite roles and responsibilities. One is the elected board, the other the appointed administration. Now the role of the trustee – the board member – is to set policy, while the administrator's role is to carry out that policy, develop

The elected trustee can perform a very necessary, very important role as an ombudsman ... because rules never cover every situation.

the professional staff so that they can better carry out their tasks, and organize an efficient functioning system. Now if the administration does its job well, then this leaves time for the elected trustee to make judgments on those cases where policy and administrative routine may be inappropriate to a particular circumstance. In short, to be an ombudsman, which is something every big organization needs because rules never cover every situation. Injustices are common in complex situations. This is where the elected trustee can perform a very necessary, very important role.

QUESTION:

Ms. Hemphill, you mentioned that the janitors had one set of criteria for judging schools, the principals another. As Chairman of a School Board, what criteria would you use to judge the school system?

MS. HEMPHILL:

This is a problem of some difficulty. I depend a large part upon the feelings of people in the community. I think these feelings are quite definite. I have 12 schools in my division (we are just a small division), and I can tell you the schools and the communities that are happy. I am not quite sure how I can tell you, but from a variety of sources I know they are happy – by feedback from the parents, by the atmosphere in the school, by talking to students. So my criteria include a happy school and a satisfied community. I feel that schools should be able to maintain standards and produce a quality product and do this in a way that keeps people happy and comfortable. There should be a good feeling about the school, about what it's doing and how it's doing its job. I think this is entirely possible and it's what I look for.

QUESTION:

Might it not happen that a school is a happy place, the community is satisfied and yet you may not be getting a good product or a high standard of performance?

MS. HEMPHILL:

Certainly there will be different views as to what is a high standard of performance. What satisfies one may not satisfy another. Yet it seems to me that people are happiest and most satisfied when they are doing a good job of what they set out to do. I think we've got a good professional staff who really do want the best performance possible out of the system.

QUESTION:

You are probably familiar with the Worth Report and the recommendations therein about educational councils or committees for schools. As a school board member and a candidate in the coming election, where do you stand on the formation of such committees? Would you be willing to have them set up? If so, would you also be willing to give them some real power?

MS. HEMPHILL:

My answer is "yes" to both questions. I'd like to see them established and I think they should have some genuine power. What I envisage is not a large scale committee functioning for the entire school system – like another school board – but committees or councils for individual schools. To my mind, they should evolve rather than be ordered into existence. They shouldn't be forced to come into existence but legislation should be such that where people see a need, that need can be satisfied.

QUESTION:

But what about the matter of power? Are these school committees or councils going to be nothing but advisory in nature?

MS. HEMPHILL:

What we are discussing here relates somewhat to the instructional modes Dr. Worth

If you really want to humanize the schools, then you must be prepared for consequences which you cannot predict.

mentions in his report. I believe that we must continue with what may be called the institutional mode for certain things. By this I refer to areas of decision-making which affect the entire system. Such areas of decision-making remain quite properly, I think, the prerogative of the school board. However, there are many areas directly related to the schools where people in the community can and should have authority in relation to membership and autonomous modes of decisionmaking. What I'm saying then is "Yes, these school councils should have some powers all of their own."

QUESTION:

For years our schools have been accused of being the next thing to cheerless prisons, at best bureaucratic jungles. Now here you are talking about school councils being allowed to operate! Are you in favor of encouraging a humanistic approach to flourish within these institutions?

MS. HEMPHILL:

I think your description of our present schools is not quite fair. Certainly you and I may have attended schools which are like those you describe – cheerless and bureaucratic. But things are much different now. As to a humanistic approach, yes, I want to see that flourish but in taking that stand I want you all to understand clearly that there are certain inherent dangers. It's one thing to want our schools to depend more and more on membership and autonomous modes; it's quite another to live with the uncertainties that operation in such modes is bound to produce. When you enter these modes, you cannot predict, you cannot identify, you sometimes cannot even control the events that will come. When you enter into the arena of free choice – and that's what we are talking about here – then you have to be prepared to live with uncertainties. The bureaucratic institution is one that you can control, one you can direct; outcomes are foreseeable, quantification is possible. If you really want to humanize the schools, then it must be understood that you must be prepared for consequences which you cannot predict.

CHAIRMAN:

Because of the lateness of the hour I must now adjourn this meeting. My thanks to Ms. Hemphill for being our guest and thanks also to the ratepayers who attended this meeting and participated so well.

Scene Two

(Superintendent Jim Ross, played by David Hemphill, is about to address the teachers in his school system at a workshop on the day prior to fall opening. As the curtain rises, Ross begins his remarks.)

ROSS:

Good morning, everyone. I hope you all had a very pleasant summer. Here we are beginning another academic year, and I'm sure you are coming back recharged and enthusiastic about the thousands of children that you are going to influence in the months ahead.

I would like to welcome all those staff members new to this division. I feel we have a very good mix of young, frequently naive, but always enthusiastic rookies, and mature, prudent, but frequently conservative veterans. Speaking of veterans, an 84-year old retired major from the armed forces was in having his regular medical check-up and the new doctor whom he was seeing was quite amazed at his physical condition. He was in tip-top shape. The doctor asked him, "How do you account for the fact that you are in such good physical condition?"

The major replied, "Well, I owe it all to drinking and smoking and regular sex."

The doctor was taken aback a little bit and said, "Well, when was the last time you enjoyed sex?"

"Well I always enjoy it, but the last time I had it was 1947." "You call that regular?" said the doctor.

"Certainly," said the old fellow, "it's only 2116 now!"

You all received the administrative materials and information on your first day in school and I don't think that I need to go through any of the particulars of the organizational responsibilities that you have, besides it's already 9:30; but I would like to take a few moments of your time to begin the year properly. Schools today are being challenged from all sides – students, parents, politicians, and professional educators are saying schools must change, must innovate, must become relevant. The school is, next to the family, the most significant social institution in the community. It must have the support and understanding of the community. To achieve this, we must develop and maintain a true professional image with that community.

A profession is defined by three basic criteria. I am sure you are familiar with them but let me bring them to the fore just to set up this workship for you. The first criterion of a profession is that the professional has specialized knowledge and skill. Your academic and professional training and experience have provided this, not only in the subject area but in the skills of communication, the medium by which the message is transmitted.

The second criterion is exclusive competence. Society has recognized this through its elected representatives, the provincial government, and formalized it through a certification procedure. In our province, instruction cannot be carried out by non-certificated people, so the exclusive competence of the teacher is recognized by certification.

The third criterion of professionals is that they have a service ideal, that the clients' needs are above all other considerations, including money, the professional association, the school or school division, and oneself. The reason you are here today is to further your own professionalization. You are here to further develop your knowledge and skills so that our profession can command the respect and confidence of the community.

In conclusion, let me say that our professional responsibility is to ensure that our collective professional wisdom is not steam-rollered under a wave of non-professional laymen who wish to pursue fads and fancy instead of serious education. Our collective professional wisdom must be put forward. We owe this to the students.

I am sorry I cannot work with you for the full day; I have another important engagement. I will be very interested in receiving and reviewing the reports of this workshop. If there are any questions from the staff, I would be quite happy to try and answer them in the remaining moments. Thank you.

CHAIRMAN:

Thank you, Superintendent Ross. Now are there any questions from the teachers?

QUESTION:

Mr. Ross, I must confess that I'm in a quandary. I've recently arrived here from university and there great emphasis is being placed on creating a climate in schools where children can have the opportunity to become self-actualized. Yet now that I'm in this community, it seems clear to me that it's the trustees who set the criteria as to what sort of approaches should be taken in our classrooms. Now what am I to do? Am I going to meet the needs of the children as I see them or follow the dictates of the board?

ROSS:

Are they different?

TEACHER:

In my view, yes.

ROSS:

Well, your first responsibility is to your children. I think that when you have had a couple

of years of teaching in this division under your belt, you will be able to judge much more accurately the needs of pupils through your own experience.

ANOTHER TEACHER:

Mr. Superintendent, following up that question, would you be prepared to support a beginning teacher during the first two years while he seeks to learn and attend to the needs of the children?

ROSS:

Well, I am quite confident that in the short time we have been working together as a professional staff we have set up a network of procedures which, while administratively fairly clean and precise, also allow for a great deal of flexibility so that each school can set up its own procedures whereby individual teachers, whether new or veterans, can pursue their own particular fields of interest and expertise with the children. (Whew!)

You ask me if I will provide the teacher with support. I am sure that the line of authority from me through the assistant superintendents, the program consultants, the principals and the departments heads will provide any teacher with all of the consultative support he or she requires.

QUESTION:

Mr. Ross, I attended a recent ratepayers' meeting at which Ms. Hemphill, a member of the school board, supported the concept of councils for each school in our division. These councils would have a great deal to say about what went on in the schools. Now today I've heard you express the view that we as a professional staff should be looking at the needs of the children and of the system and it is we who should be supplying the answers. Do I detect an area of disagreement between you and Trustee Hemphill? Are you in effect clashing over the matter of lay influence in the school program?

ROSS:

Well, I haven't had the opportunity to get to know Ms. Hemphill too well. She was only recently elected. I think there are clear-cut responsibilities: the board's responsibility is as a representative assembly to determine overall policy. I don't think that that's necessarily a clash with the professional experts we have gathered here today. I would assume that through application of the professional expertise that we have here, we can all in our various schools come to understand the climate of the community, learn the particular needs of the community and reflect these understandings in our own individual programs. Now I don't see that necessarily conflicting with the development of overall division policy.

I'm sorry, but I really must go now to another meeting. Best wishes for a fine school year.

(Exuent)

Scene Three

(The setting is the living room of Ms. Hemphill's home. She has asked Superintendent Jim Ross to "drop by" to discuss some school matters. As the curtain rises, Superintendent Ross has just accepted Ms. Hemphill's request that he sit down so that the discussion might begin. Ms. Hemphill wastes no time in getting to the business at hand.)

MS. HEMPHILL:

On the way over, Jim, did you drop in to see how the new Westwood School was progressing?

ROSS:

Yes, and like that old joke, I have some good news and some bad news. First of all, the good news is it's Friday the thirteenth and nothing serious has happened yet. The bad news is that the school isn't going to be opened as early as we thought and, unfortunately, we are now running over the grant. However, we can con-

tinue the shift arrangement now in effect and make do until the school is completed.

MS. HEMPHILL:

I don't understand that at all, Jim. We went into project management with this school for very particular reasons. In fact there were *two* very particular reasons: one was to bring it in on time, and the other was to bring it in on budget. We are over budget, we are late, and there doesn't even seem to be any indication when the school is going to be completed. Now what's the matter with our project manager?

ROSS:

Well, outside of those things you've mentioned, it's running fine. I am not sure what's wrong. This is the first time we have tried project management as you know and we have had problems. I don't know of any school that has ever opened on time and apparently we aren't going to set any kind of precedent. It seems to me that the basic problem is that we haven't been able to get accurate information far enough ahead of time to do appropriate planning. Unfortunately we are now faced with overcrowding and we just have to handle it the best we can.

MS. HEMPHILL:

I agree that the biggest problem is the lack of information. It is bad enough that the school is late but I can't tolerate the fact that the project manager is giving us wrong information and on the basis of that information we are made to look like fools in the community. The least we can expect for a $400,000 school is accurate information. Have you made it clear to our project manager just how disturbed we are?

ROSS:

Well, I have done the best I can. I think he is aware of the problem; perhaps the board made the wrong decision when they went into project management.

MS. HEMPHILL:

You know, Jim, I've been a member of the Board for five months now and I must admit that I had no idea that the job was so complicated and so demanding of one's time. One of the things that particularly disturbs me is that we are so busy running the day-to-day operation that we seldom if ever get an opportunity to sit down as we are doing now and discuss those things that the Board is trying to do and what you are doing and what you want to do. Now I know that you are very busy and you've probably got a hundred and one things which must be done at the office, but I feel that it is really important that we take time to share some views and enter into discussion on matters which are more long-range than the immediate things we have to solve at the office.

ROSS:

I think it is a terrific idea. I couldn't be more pleased. I think that the relationship between the elected representative and the professional staff is something that needs a great deal of interaction to establish confidence and expectations that each can meet. I think it is just an excellent idea. Perhaps the relationship can be established in Board meetings but it is much more difficult, so the informal meetings are very important. Perhaps we could expand this so that the Board and maybe the senior administrators of the staff could meet at a retreat or a weekend seminar and try to establish those relationships that facilitate communication of every kind.

MS. HEMPHILL:

I'm in full agreement. As the new Chairman of the School Board, I'd certainly be prepared to see some other things put aside in order to spare the time to establish much better communication. We simply must understand our goals and our approaches to those goals.

ROSS:

I think the difficulty is that so few board members are prepared to take the time to estab-

lish this kind of communication.

MS. HEMPHILL:

Well, that's true, time is a problem for everybody, but you are the leader of the professional staff and I am the leader of the elected representatives and I depend upon you to give a fair amount of feedback to your staff. Now you will have to depend upon me to do the same thing in respect to the rest of the Board because we can't possibly all meet together and spend the amount of time we should.

Now I've made some little lists. I am a list-maker and when I walk around the house doing my menial tasks I often think of Board matters and when I think of something that's on my mind that I want to say to you, I write it under the list called "Things to say to Jim". I have a few of them here I want to discuss with you right now.

One of the things that came up, Jim, in the last couple of months has been the questioning and the concern, very deep concern, of groups in our community – groups of parents – over curriculum matters. I am thinking particularly of the French issue: the central office decision to drop the two travelling French teachers. The parents were quite convinced that this was going to affect the French program. They also didn't really believe, or they weren't prepared to accept the professional viewpoint, that it wasn't going to affect the program.

ROSS:

I am not so sure that a group of parents can decide whether it's better to have a couple of French teachers going from school to school, or whether it is better to have teachers situated in each of the elementary schools to carry the French program. When we made that change, it was with the full consultation of the professional staff in each of those schools, and it seems to me that that's a judgment that the professional staff must make.

MS. HEMPHILL:

Well, that points out the conflict that I noticed in our principals. If you recall our last meeting, attended by principals and trustees, the principals were very disturbed about the level of trivia that the parents involve themselves in in relation to their schools and the children. The point that the principals made was, if they cannot bother to be concerned about anything more than the color of shorts that their children are going to wear for gymnasium, then we have a real problem on our hands. Now a month later, you have parents that are disturbed by something that is happening in terms of curriculum and the reaction of the principals was just the same as yours; that is, they are not qualified to make a judgment on a professional matter. You can't have it both ways. How are we going to involve parents in things other than deciding what color the kids' shorts are going to be, if when they *are* concerned, their concern isn't given credit.

ROSS:

I think we are talking about two different things. On the one hand, we have the difference between professional responsibility and lay responsibility, and on the other hand the difference between some very minor, low-level detail and some very high-level policy discussion. It seems to me that if a group of parents wants to talk to the principal and staff about overall policy for the school, then that's appropriate, but I don't think parents can, nor should, be credible sources of how that policy is carried out. That's a professional responsibility.

We have to decide what provisions we are going to make for parents to have a reasonable voice in school affairs.

MS. HEMPHILL:

Well, I think that the question that I really had in my mind was not so much the specific

one about the French program, but the fact that we have to determine a role for the parents in our community. We have to decide what provisions we are going to make that are going to allow them to have a reasonable voice in school affairs. I think you have probably noticed that the Board is very strongly supportive of community involvement, so we are going to have to identify ways of making sure that avenues are opened.

ROSS:

We used to have Home and School Associations, or Parent-Teacher Associations, and it was euthanasia to let them die because they weren't doing anything except deciding whether to have a whist drive or a donut sale. Why have them there for that sort of thing? That's like the colored shorts for gym!

MS. HEMPHILL:

I think that parents very quickly become attuned to the fact that they are not making any significant input, that they are not going to be allowed to be involved in anything. If you have a group that is allowed to participate, I believe they will. I think when they turn off is when you really don't allow them to participate.

ROSS:

How do we turn them back on if that's what we need to do?

MS. HEMPHILL:

I think it's a simple matter of attitude and approach and will have to be worked out in each school area.

Now the second thing that I have in mind, which ties in with the first thing, is the Canadian Education Association Conference that we just went to a couple of weeks ago. I noticed that while you were very busy and couldn't get to all of the meetings, you did attend the sessions at which Dr. Worth's report was discussed. I was pleased that you did so because there are some things in the Worth report that I find very exciting and I see the possibility of the Board following through on some of his recommendations.

ROSS:

Which recommendations had you in mind?

MS. HEMPHILL:

Well, I am speaking specifically of his mixed-mode concept, which I am sure you are familiar with. I feel we are functioning almost totally in the institutional mode. I think it's wrong and it's not necessary.

ROSS:

I have to disagree with you. The membership and autonomous modes are a part of the program of almost every school.

MS. HEMPHILL:

In what way?

ROSS:

Let's look at the autonomous mode. There are many kids who work completely in a contract situation. They set up a contract with their teacher and they go out on their own and study the subject or prepare a book report or carry out a science project or experiment; that's autonomous. The membership mode — we have all of our extracurricula activities, the student councils, the clubs, the group projects in social studies and science and other sorts of things. So I think for you to say that we are exclusively institutional is not completely accurate.

MS. HEMPHILL:

I don't consider those really autonomous and membership modes in the way I was thinking. They are token things. I am thinking in much broader terms. I would like to see real free choice in many subject areas. I believe we could identify many that do not have to be rigidly structured with a set conclusion at the end.

ROSS:

I am not sure the ones I mentioned are

rigidly structured with set conclusions. I am just not sure what you mean by their being token. Granted that there is more learning in the institutional mode than any other right now, but we tried individual study with our high school kids and found half of them were in the pool rooms. How far are we prepared to go in giving autonomous mode to kids when they abuse it?

MS. HEMPHILL:

When you open up the other two modes, there is no question that you lose some of your control. I understand that and you can't predict what's going to happen, you can't always identify it, you have to live with some uncertainty, but I see that as being a very important part of the superintendent's role. I think that a good leader tolerates a high percentage of uncertainty.

A good leader tolerates a high percentage of uncertainty.

ROSS:

Well, it seems to me that I was hired to administer this division and to me that means to rationalize the organization's administrative procedures so that they facilitate the best possible learning environments for the kids. Presently that responsibility is given to me and me alone. Now you say to me that I have to decentralize a certain number of decisions to students, parents, or some amorphous group out there; then are you also saying that I don't have to be held responsible? After all I can't be expected to take the flak for a lot of things over which I haven't got control.

MS. HEMPHILL:

It seems to me that you see your major responsibility as running a smooth organization. Now I'd be happy to have the organization opened up a lot more. Sure we would have to be prepared to face a lot of uncertainties, but it seems to me that good leadership means just that.

ROSS:

Okay, leadership implies more of a forward thrust, more innovation, a readiness to venture out into unknown areas, but most of my days are taken up solving everyday problems – the phone calls, preparing the budget, hiring and firing staff, trying to get the curriculum consultants to do something other than producing written materials to send out to the schools, trying to get a program of professional development in the division which would overcome the problems which take so much of my time. If I'm ever going to somehow or other release myself from those nitty-gritty problems and phone calls, then I have got to have a larger staff.

MS. HEMPHILL:

You can bring that up at the next Board meeting. What I really want to know right now is, are you willing to look at areas in which we might try and open up to allow some free choice and get away from the inflexibility that we have?

ROSS:

It is very hard to argue against the rationality of the mixed mode approach to learning and instruction; in principle I think it's something which I could wholeheartedly support. The difficulty I have is seeing how as superintendent, responsible for the whole division, the professional staff in the division, the educational experiences of thousands of kids, I can abdicate certain decisions to other people and still retain my responsibilities. You ask if I were prepared to accept that principle. Yes, I am. I see real problems in implementation, mostly related to the question of responsibility and accountability. If you and the School Board are prepared to be realistic and understand the pressures and strains and problems that will result from my abdicating certain areas of decision-making, then, because of the principle, I am prepared to pursue it.

MS. HEMPHILL:

Okay, let's say that we have decided to agree in principle and that we are willing to discuss the concept and see if there is a way toward its implementation. Can we try at the next Board meeting to bring that up and maybe we can get the others to agree to the idea and then look at how and where it can be implemented?

ROSS:

I think they will agree to the idea in principle. Now what concerns me is the specific area that we go into in respect to the membership or autonomous modes. What have you got in mind? What specific things can we look at instituting?

MS. HEMPHILL:

One of the areas that I specifically had in mind was allowing free choice as to which school a child is to attend. In other words, eliminate attendance areas. Let's discuss the concept at the next Board meeting and see if we can get approval from the rest of the Board.

ROSS:

I'll put it on the agenda for the next Board meeting.

(Curtain)

Scene Four

(The final scene takes place in the auditorium-cum-gymnasium of a local school. Superintendent Ross and Trustee Hemphill are seated at a table on the stage. Faicng them is an overflow crowd of parents. The principal of the school has a few moments of difficulty in bringing the crowd to order.)

PRINCIPAL:

Ladies and gentlemen, if you would please come to order ... Now may I welcome you all to Avon Junior High and to this meeting. A few of you were here at our last meeting when we discussed the Worth Report and talked about institutional, membership, and autonomous modes of learning. Since then there have been some attempts to implement these concepts and Superintendent Jim Ross and Ms. Hemphill, Chairman of the School Board, are here tonight to speak about some of the concerns which have arisen. Ms. Hemphill, perhaps you could briefly outline the history of this topic and explain the decisions of the Board up to this time.

MS. HEMPHILL:

Thank you, Mr. Chairman. Ladies and gentlemen, today the conflict our society is facing between bureaucratic structure and unique individual needs is mirrored in the dilemma facing education. In our educational system which is made up of teachers, administrators, trustees, parents and students, we have a reflection of all attitudes and opinions ranging from the structured organizational view to the open, humanistic, flexible approach. These variations occur in a system *and* in an individual. For every individual, there are distinct areas where there is a preference for structured, certain, measurable response, and other areas where an individual will tolerate a considerable degree of uncertainty.

The Board has taken the approach that there is value and justification for both in our system. Therefore, we would like to set out on a definite program to explore areas in which we can encourage flexibility. In some areas of decision-making, this might be done on a Divisional level, and in others, individual schools and communities may wish to decide upon the direction and degree of change that suits them. The degree to which this can be accomplished will be determined by the level of tolerance for the consequences and it will vary from group-to-group and area-to-area and school-to-school. This means that if you allow students to decide that they are or are not to attend classes, you must not be surprised if there are students coming and going from the school all day long. You have to be prepared to

accept the consequences of the changes you are making.

We were very pleased with the positive response to the ideas presented at the first meeting and tonight we are going to discuss the practical problems attached to implementing such changes. The question we thought we would explore with you in terms of a divisional change is open attendance – that means your child would be allowed to choose the school he wants to attend. I think that's all I have to say now. Perhaps Mr. Ross might have a few words to say.

I am very apprehensive about the problems and pressure open-attendance will force on my staff and myself.

ROSS:

Thank you very much. While I agree with the principle of giving as much decision-making autonomy as possible to students, I am very apprehensive about the problems and pressure open-attendance will focus on my staff and myself. Let me briefly allude to some of these problems. First of all, if we are going to give a choice of school to the students, how frequently would they be allowed to make that choice? Would it be once a year? Would we split it up into semesters? Would we let them change schools four, five, ten times a year?

Further, if they are going to make a choice, then they have got to have some real choice to make; that is we have got to have some diversity among our schools. I know there is some now but the difference is not so much in kind as in degree. However, if the student is going to be given a choice, then there have to be some clear choices to make. Is a student to be allowed to attend more than one school at the same time? Could he go to this school for one particular program, to another school for another program of his choice?

Another problem is with regard to the provincial regulations. How could we work out some system whereby we fulfill the compulsory attendance laws and retain the keeping of the registers as is still the regulation in this province? A third problem: to make the choice, what information do the students and parents have to have about the school? Another one: transportation – this province transports pupils free of charge if they live a certain distance from the school. What if they choose a school that is five miles away? Should the province provide free transportation, or should the cost of transportation to the school of a student's choice be loaded back onto the parents? A fifth problem is the use of the facilities: I am concerned that if we open attendance boundaries we will either get overcrowding of the existing facilities or drastic underusage of millions of dollars worth of physical facilities now in place.

Further, if we are going to allow free choice, then how are we going to do appropriate program planning and selection of personnel if we don't have some procedure which enables us to predict reasonably accurately how many students we are going to have coming to a given school. We must have some advance notice in order to have the right number of teachers and the appropriate materials, supplies, and textbooks. Another problem is budgeting: we have been trying to work in this division toward a program budget which includes a fair amount of budget responsibility within each school. If a school doesn't know how many students are coming, how can it budget? Then there's the problem of reporting to the parents: we have a legal responsibility to report a child's progress to his parents. How can we do that if the student is going to more than one school at once and perhaps changing schools frequently?

The last problem I'll identify now, although I am sure there are many more, is the one of evaluation. Now that's related to reporting to parents, but it also involves public certification that a student has achieved the level of competence required for entrance to university, the

community college, or to take his place in the work-a-day world in this community. How can we attest to that if the student has his experiences in a variety of schools over a variety of lengths of time?

Now in general, I feel that whatever is educationally advantageous should be administratively possible. I believe that our collective wisdom can solve most of these problems; and if not solve them, at least we can bring them to the fore so that we recognize them and learn to live with them. They may not disappear. Perhaps, Mr. Chairman, I could start the ball rolling in this discussion this evening by presenting the parents here with a specific question. Ladies and gentlemen, what information would you have to have to be able to make an intelligent choice of a school for your son or daughter?

CHAIRMAN:

Thank you, Mr. Ross. We are now open for questions and discussion. I ask that when you get up to speak you state whether you are a parent or a teacher.

MEMBER OF THE AUDIENCE:

I'm a parent. I have two children in this school – one hates the place and one likes it very much. I am very much in favor of open-attendance areas. It seems to me the Superintendent is half-hearted to say the least. He seems to be doing his best to figure out reasons why it can't work. I would have thought that he was a more responsible person. After all we pay his salary. I think that we ought to tell him we want this done and it is up to him to figure out ways of doing it. And if he can't figure it out, we will find somebody who can!

MEMBER OF THE AUDIENCE:

Mr. Chairman, as a teacher I feel I have to rise to the defence of our courageous Superintendent. Really, I think the Board is making a stupid mistake. Would I let my youngster decide that he is going to stay up until one o'clock to watch the late movie, go to sleep at 3 o'clock in the morning, and then up for school at 7 o'clock? Certainly not! Parents must be more responsible than that. It's up to responsible parents and teachers to develop the type of schools and educational programs children need and then see to it that they attend. And while I'm on my feet I have a word to say about the Worth Report. That man advocates that we teachers must renew our professional certification every five years or so. Now that puts a major emphasis upon proper qualifications. But what qualifications do trustees have? In the last election the only qualification I could see was that three people who let their names stand were elected by acclamation. And now they come up with this asinine proposal that will cause nothing but grief for the whole system!

MEMBER OF THE AUDIENCE:

With all respect to the apple-polisher who just spoke, my kids have been coming to this school for three years and they hate it. For three years I have been trying to get my kids transferred to Sweetgrass Junior High but the administration says it can't be done. At Sweetgrass they have fun, the kids there like school, and just because of the stupid rule of the Board, they have to attend this school and they hate it. I can see that as soon as they are 16, they'll want no more school. So I think this is a wonderful thing the Board is doing.

MEMBER OF THE AUDIENCE:

Mr. Chairman, I've got children in this school *and in this school they are going to stay*! The gentleman before me mentioned Sweetgrass Junior High. Well, I'll have no part of my kids going there. From what I hear the place is well named: "grass" is what's making the kids so happy!

MEMBER OF THE AUDIENCE:

Mr. Chairman, I'm not a teacher and I'm not a parent in this community. I'm from the Outback Community where I have a little grocery store. Now we're the smallest part of the school division. We have just one little three-

room school and we're proud of it. Sure it doesn't have frills like this place with its gymnasium and its shops but it gives the real education our kids need. If the School Board goes ahead with this crazy plan it will tear the heart out of our little community. The school will have to close down. The kids will be drawn away to pleasure palaces like this one. I say you've got to stop this nonsense and stick to the basic "Three Rs" in schools close to the people!

(Speaker sits down to about an equal mix of applause and jeers.)

MEMBER OF THE AUDIENCE:

Now Mr. Chairman, there's a question here that hasn't been cleared up. Just who is to make the decision about attending a particular school? Is the parent to decide or is it supposed to be the kids? I've heard both ideas but I haven't had a straight answer. I believe in democracy, Mr. Chairman, and it's my democratic right as a parent to make that decision for my kids. If the Board thinks it is going to let a bunch of juveniles wander from school to school as they like, well the Board had better think twice. Who's on the Board? A bunch of Commies? I know my kids don't like this school but *I* do. I know darn well that the principal doesn't stand for any guff. He straightens the kids out and no nonsense about it.

(Sits down to considerable applause.)

don't see that allowing people a choice means that you have complete chaos! It's quite possible to have considerable choice within guidelines. It is my feeling that if we allow the free choice of which school to attend, 90 percent of the children are going to attend the school that is closest to them. I don't think they move easily and I don't think their parents move easily. The point I am making is that for the other 10 percent, a choice becomes a reality and they can move their children if they don't want them to go to the school that they must now attend.

STUDENT FROM AUDIENCE:

Here we go again, Mr. Chairman. It seems that we students are not to have a voice in this so-called choice of schools. Now just how do you adults expect teenagers like myself to become responsible citizens if we never get an opportunity to have some responsibilities!

ROSS:

One of the parents down here said that I was going into this rather wishy-washy. I *am* uncertain and that may be what wishy-washy is. I don't know. As I said, I am very concerned. What I want to get across is that we can't go into this thing with our eyes closed. We have to know what the problems are going to be and be prepared to live with the consequences. I doubt that only 10 percent are going to change schools. I agree with the idea in principle and I will certainly carry out the decisions made by

What really surprises me is the belief that once a little flexibility is introduced, chaos and anarchy are sure to follow.

MS. HEMPHILL:

I'm going to ignore those remarks about the Board. However, I would like to say that what really surprises me tonight is the belief that once a little flexibility is introduced, chaos and anarchy are sure to follow. Some people seem to think we would have no guidelines at all. I

the Board, but from the amount of discontent that I feel is in the division, I think that a great many more than 10 percent of the students are going to want to change. Further, it seems to me that up to the junior high level, the choice of school is going to have to be a decision made by the parents.

MEMBER OF THE AUDIENCE:

Shouldn't you add "in concert with the children"? One thing more, would the Board and the Superintendent be prepared to make available to parents the evaluations you have of the teachers in the Division so that we can make an intelligent choice of schools rather than a stab in the dark?

ROSS:

The quality of the professional staff in this division is second to none. There is no teacher on staff who does not have a teaching certificate or a letter of authority to teach. That means that they are all qualified teachers. I am not going to open up our personnel files to any group of parents. It would be most unprofessional of me.

CHAIRMAN:

Ladies and gentlemen, I know you have many more questions but I must now bring this meeting to a close. But before I do, I would like a show of hands as to whether or not you favor the open attendance idea. Would all in favor raise their hands? ... Now those against. ... I declare that the "No's" have it.

Thank you all for participating so well; you were wonderful.

(Curtain)

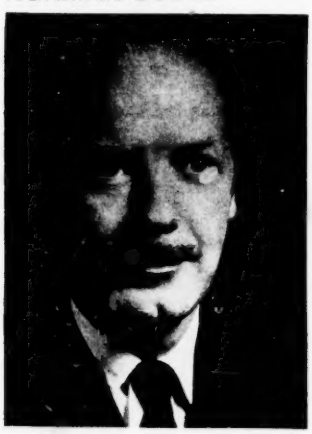
PART FIVE

A Summation

NORMAN GOBLE

Administration for a Humanistic Era

NORMAN GOBLE



Norman M. Goble is Secretary-General of the Canadian Teachers' Federation. He is well-known to Canadian educators, both personally and through his writings.

Mr. Goble is a graduate of Edinburgh University and the Edinburgh College of Education. His primary teaching interest has been in Classics (Ridgemont High School, Ottawa; Carleton University; Ottawa University). Wartime military service included activities as an infantry officer plus staff duties in liaison, intelligence and administration.

Following a long interest in teacher organizations, both in Scotland and Ontario, Mr. Goble joined the CTF staff in 1964 and was appointed Secretary-General in 1970.

"Again and again Odysseus must face and fight the monsters ... grope his way across the perilous seas ... face the buffeting of the storms ... deny the seductions which would lure him from the continuing quest ... . The quest is always the same: the rediscovery of humanity, the return to our essential human selves." The administrator as a modern Odysseus – this is Norman Goble's eloquent word picture of those whose vocation is to minister to the educational organizations of the present and future.

The starting point for the odyssey is a reconsideration of fundamental questions, such as: What are we doing to children in the schools? What effect will all this have on the future of the human community? Three realities seem to be restraining us from a necessary confrontation with fundamentals: the changing nature of industrial society, the need to reestablish human control over our creations (which Goble refers to as the goal imperative), and the need for a new mode of social and individual action which enables simultaneous responses to changing circumstances (learning to "ride the shock wave", as Goble puts it).

The school's role as a mediator between culture and the individual must be fulfilled in radically different ways. As educators, we are straddling ever-widening chasms which education as an institution must find ways to bridge. A radical realignment in education is necessary, Goble argues. He indicates the direction the realignment must take by developing two illustrations: one, in the area of curriculum; the other, in administration.

In both spirit and content, Goble's paper helps us gain an understanding of what humanism is, and what forms education and administration must take as we move toward a humanistic era.

Homeward Thoughts

What follows is a very subjective reaction – an amalgam of impressions, if you like – provoked by this conference. It is an amalgam of impressions gained by listening to presentations, by eavesdropping on conversations, and by some reflection on what I have heard. These are my Homeward Thoughts at the End of the Conference. (This sounds a bit like the title of a sonnet but I don't think I could do it in 14 lines.)

We have been meeting here this week in the shadow (or the light) of the Worth Report. Whether or not you find yourself in accord with the recommendations that are implicit in the Report of the Alberta Commission on Educational Planning, it is one of the most significant documents to emerge in the world community of education in a long time. The Report addresses itself primarily to Alberta, but its influence will certainly not stop at the borders of that province.

With this report as a starting point, we have begun a very necessary task – a return to the fundamentals in order that we might find solid ground for new beginnings.

Reconsideration of Fundamentals. It is my impression that several factors – the Worth Report, this conference, and most important of all, the whole temper of our clients – are working together in such a way as to urge upon us a most serious reconsideration of fundamentals. That is perhaps why, as I reflect on the less tangible outcomes of this conference, I sense a note of uneasiness. Fundamentals are things that we really do not like to face very much in life at all, and particularly in education.

It is generally recognized that the history of public education in Canada has been a history of administrative decisions tending to shape

educational goals and objectives. We work backward from feasibility. We start from a clean administrative design, then fit our actual administrative processes to the model, and finally we sort of hang the kids on to the fringe wherever they can fit in neatly, and if they don't fit at all, so much the worse for them.

As an example, I'll draw on a conversation here at this conference, which had to do with one of the effects of the cutback on capital monies available for school buildings. This cutback has resulted in a shrinking of the maximum permissible dimensions of classroom space and has left us with but one recourse: leave the walls off, incorporate the corridor, and there you have the open area school. The example may be extreme but the truth is inescapable. This is the way in which educational change does take place.

Tell me if I'm wrong. Doesn't the checklist of the educational administrator go something like this?: financial decisions, check them; political decisions, check them; administrative decisions, check them; economic decisions, check them. The factors that have the least influence on the whole process are the basic questions of educational purpose – questions such as: What are we doing to the children in the schools? What are we making of them for their future life and ours? What effect will all this have on the future of the human community?

These fundamental questions, I acknowledge, have always been with us, but below the surface. We have always known that deep down, what we were really concerned with was purpose and values. On the surface of our little lake we didn't really have to worry much about the monster in the depths, but the monster has surfaced. Suddenly, Leviathan is visible, wallowing in front of us, staring us in the eye. It is disconcerting. At such conferences as this, we cannot evade the direct gaze of the beast, and we are left with uneasiness, a feeling of somehow going in the wrong way. The conference has presented us with a difficult, uncomfortable subject, and the outcomes have been mixed – a sense of groping, a sense of fragmentation, a sense of disorientation and nonspecific anxiety.

Once one is drawn into a consideration of these fundamental questions, it is very difficult to withdraw. But to address these questions is not necessarily to find answers, let alone commit people to desired courses of action, which may have been the intent of this conference. I don't think the conference started in that direction at all and I don't think it could have, for I think we are not yet ready to move in that direction.

We are not yet ready to move because we have not finished our debate about fundamentals from which implementation must proceed. Let me review some of the main points which seem to emerge in this connection. Why are we not letting this necessary confrontation with the fundamentals take place?

Evading the Confrontation

There are several elements in the changing context of contemporary education which I think account for our reluctance to engage in this confrontation with the fundamentals.

We are not yet ready to move because we have not finished our debate about fundamentals from which implementation must proceed.

The loss of optimism. First, a brief degression into the nature of industrial society. I will not go into much detail; my thoughts on these matters are already on record.[1] But I

[1] See, for example, Norman Goble, "Implications of Social Change for the Administrator", in T.J. Sawchuk and R.G. McIntosh (eds.), ***Revolution to Resolution*** (Edmonton, Alberta: Council on School Administration, The Alberta Teachers' Association, 1971).

want to say that I do not accept the concept of industrial society developed in the Worth Report. I think that Worth presents an inadequate description from which inadequate conclusions have been derived. His concept neglects some of the contradictions in contemporary industrial society, contradictions that have in many ways created the present chaos, the present uncertainty.[2] But I digress.

The second element in the context has to do with the age-group characteristics of the Canadian population, in particular, the slowdown in the increase of the school-age population.

The third element of context follows from the first two: the loss of optimism. We cannot overestimate the importance of the loss of optimism as a major, contemporary social phenomenon.

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Restoring human control. The second major point is a question: What is the necessary, overriding goal; the absolute, essential task? In my view, the task is to restore human control over what is happening and what is going to happen.

We have been blinded far too long by the success of our creations and have not seen that they have taken possession of us. We have forgotten this inescapable truth: a technology that is not in the service of a humane ideal or a human purpose is barbarism. If we do not restore human control, the best we can hope for is barbarism, or, more reasonably, actual extinction.

Finding a way out. How do we find a suitable mode of action in response to the changing social context and the goal imperative outlined above? Here again, I shall begin by disagreeing with one of our standard authors: Alvin Toffler[3]. Although disagreement with Toffler is a hazardous thing to do these days, I think his concept of future shock is too negative and limiting a concept, and I offer the following as an alternative.

To be a member of a society is to be surrounded by devices which are interposed between ourselves and the things that influence us – protective devices that absorb the impact of environmental events. These devices – the institutions which sustain traditions, beliefs, values, and folkways – lend (or should lend) meaning to our everyday experience and direction for our lives.

Now, when environment starts to change, the interposed structures also have to change. When the environment changes faster than the interposed structures, an effect not unlike that try to see it in this light – as some kind of a simultaneous response to the environment.

* * *

I have discussed three realities of the contemporary social context of education: (a) the loss of optimism in industrial society; (b) the goal imperative – restoration of human control over our creations; and (c) a new mode of action which enables simultaneous responses to continually changing circumstances. These realities both explain our hesitation in getting on with the necessary confrontation on fundamental questions, and demonstrate its urgency.

To learn to live with these realities is no longer an option; it *is the only avenue for us to follow*, not only in the interest of living well

[2] *Ibid.*, p.1214.

[3] Alvin Toffler, *Future Shock* (Toronto: Bantam Books, 1970).

of flight at supersonic speeds is felt. The oncoming supersonic aircraft affects us before we know it is coming, and its effect is shock waves. Shock waves occur in a medium which is being required to adapt faster than it is able. That, to me, is the essential shock of the future: the future is sneaking up on us before we hear it coming.

The solution in supersonic flight is to change the design of the aircraft so that, rather than fighting shock waves, it rides on them. And if we are to adjust to our supersonic environment, we have to make a comparable kind of design change. Somehow we have to change the structure and design of our interposed mechanisms so that they do not act in a sequential way, feeding into us the news of what is coming with hesitation and distortion, but rather manage to act simultaneously. We have to ride the shock wave.

Our kids are riding the shock wave. They are living in a culture that operates on the basis of simultaneity.

Our kids in many ways are riding the shock wave. They are living in a culture that operates on the basis of simultaneity rather than this sequential thing of slow adjustments to the outside environment. I think that in order to understand the rock culture, perhaps we should (which we may not be able to continue to do anyhow), but also of staying alive at all. This is the first major point that I want to leave with you.

The School as Mediator

We are in a situation of threat to survival, and it is in this light that I will now consider the role of the school, which has always been – and always has to be – that of mediation. The school is one of the major interposed mechanisms between environment and person. Its role, above all and always, must be to equip students for survival and success. Said another way, its role is to help students establish an appropriate relationship with their environment. This must be done in ways that are in tune with the changing social context, the goal imperative, and the necessary mode of action. The traditional style of mediation took this form: the school provided social norms; it provided for acculturation; it provided credentials for entry into a stable, pre-existing economic system; and it provided for those rites of passage which are a requirement, of course, in any ordered society. We handed the kids over to schools so that they could tackle the job of turning little children into adults. In effect, the schools said to children: Your purpose is to find a place and make a living and we're here to help you do those two things.

That is not the appropriate mode of mediation for the present or the future. The school as a mediator now must provide a capacity for rational decision-making, together with a will to apply that capacity and to live by the decisions made. We must look for a school that will teach the skills of prediction and of creativity, the ability to conceive, design and implement alternatives, the capacity to change in simultaneous response to a changing environment.

This mediating process must now be continuously accessible. Indeed, the need for continuous accessibility is the basic justification for the lifelong education concept. That is why lifelong education is an imperative thing. The school, in fact, must become a necessary support system for the living of life. It must do this, not with monopoly nor with an exclusive role, but in proper relationship with other social institutions.

Therefore, we are talking about a school that stresses criticism instead of conformity, that stresses the development of freedom instead of meeting others' expectations, that offers the burden of freedom instead of the security of conformity.

Radical change of the school is not merely

Our children, our students, are going away from us. ... They are going away from us – we are losing our hold on them.

an option open to us. It is an imperative, first because it is the only way to restore the possibility of human control; and, secondly, because even if we could go on without radical change, we would be doing so in a very lonely situation. Our children, our students, are going away from us, either physically or mentally or spiritually. We are losing our hold on them and a chasm is opening between us and our principal clients – our students.

Hunting for chasms. What other chasms are there? There is the chasm *between the past and the future*, which at the present moment is widening under our feet. We can't straddle it much longer. We must make a commitment to one side or the other.

The gap *between educational goals and theory*, on the one hand, *and existing administrative procedures*, on the other, is another chasm. It always has been there and is getting wider.

There is a chasm *between locally initiated educational goals and programs, and financial centralization*. This chasm runs right across the middle of efforts to implement effective educational reform.

But not all virtue, of course, lives locally. We must recognize that along with local initiative goes a tendency toward concern with local, short-term purposes that are readily converted to votes. *Between such parochial matters and the universality of changing needs* runs another widening chasm.

The widest chasm of all runs *between human purpose and social purpose*. I must stress that the real collective interest of humanity is not necessarily the same as the present social purpose, because the present social purpose is bound up with the social structure, particularly its economic base, and this can very rapidly become obsolete. Indeed, at this moment it has become obsolete.

The discrepancy between the social purpose and the real interest of the collectivity of humanity is one of the causes of our present woes. We have to shift toward the service of human purpose rather than social purpose. In so doing, we must realize that we are going to bring the schools into collision with society. That is very difficult and also somewhat incongruous: one of the most subservient institutions in society in collision with its master. To win for society, we must disregard its loudest voices; we must listen to its losers.

Bridging chasms. There is a chasm there between our aspiration and purpose as educators and the practice and perception of the students. How do we make students comprehend why it is important for them to do the things that we think are important for them to do because we see them as part of our grand design? In addressing this question, we must remember that people respond not to our intentions but to their perception of our intentions as related to their concept of benefit. This has always been one of the problems of education. (I never understood why I had to do trigonometry.) Whatever changes we try to make and whatever purpose we intend to pursue, we've got to solve that one.

How do you make them comprehend? On top of that, how do you make them accept our concept of benefit? How do you make them agree with our perception of their concept of benefit? How do you make them agree with our perception of their ultimate self-interest?

You don't. It doesn't work.

All right. Lots of chasms – all over the place. What do you do about a chasm?

Well, there are a couple of things you *don't* do, if you can help it: you don't get stuck on one side or the other; you don't try and compromise in the middle. There isn't really much left except to go someplace where there aren't chasms. And that's what we will have to do if we are going to solve these problems.

This reminds me of the ants who were having problems in a very lean year. They were getting increasingly anxious but knew not what to do. Finally, they saw a grasshopper, hopping around, looking very healthy and well-nourished. One ant said, "He must know something we don't." So they asked the grasshopper, "What is the secret of prosperity?" The grasshopper replied, "Become a grasshopper." This was a very distracting point of view. The ants thought for a while and then the light dawned. One scurried back to the grasshopper and asked, "Grasshopper, how do we become grasshoppers?" And the grasshopper said, "Don't ask me. That's your problem. I'm just the idea man."

* * *

To devise a school system not riven by the kind of chasms I have described is to seek a total transformation — agonizingly difficult, but necessary if the educational enterprise is to survive.

Toward Radical Realignment

In the past, the education system has taken an input of human diversity and has worked to shape this diversity toward uniformity in order to meet the demands of external interests. What we must have instead is a system that accepts the input in all its diversity and works toward the realization of individuality with a view to creation and choice by students of new externalities. To bring this about involves radical changes in purpose, radical changes in curriculum, in method, in evaluation, in communication, and in administration itself. I will illustrate what I mean in reference to two of these — curriculum and administration.

Curriculum. Mathematics is a good example to use in a discussion of curriculum realignment because it is one of the sacred subjects. It is in the curriculum not really for practical reasons but because God put it there. This is true — it goes back to the religious society and the days of the divine world. Mathematics found its way into the curriculum because it was a way of teaching comprehension of the majesty of the plan of the universe, thus revealing the glory of God. It stayed in for that reason until at last a secular use was discovered for it, guaranteeing its survival in a secular age.

Now educators have always been in search of suitable tasks for the rites of passage over which they preside; you know, hurdles for the kids to overcome and then feel that they've done something clever in the eyes of the adult world, something which, once accomplished, legitimately qualifies them to assume the title of adult. Mathematics met that requirement beautifully. It was clean, neat, measurable, and best of all, incomprehensible.

Uselessness is the mark of the aristocrat — the more useless one's education, the more purely aristocratic ~~one~~ was seen to be. In an aristocratic era, mathematics met the criterion of uselessness in very adequate fashion; hence, it was a suitable object of study for the children of the aristocracy and the court intellectuals.

In the 19th century, however, the educational fate of mathematics took a curious twist. With the rise of industrial society, the usefulness of computation for a significant, and growing, proportion of the population became apparent. The necessity to compute profit and loss lent mathematics a functional aspect which it had long been at pains to eschew, but which was now socially desirable.

Uselessness is the mark of the aristocrat — the more useless one's education, the more purely aristocratic one was seen to be.

In recent times, we have seen a shift in emphasis in mathematics toward the sets approach which, I'm told, is nicely suited to the appetites of the computer. So it has been over the years that mathematics has adapted itself to

On a voyage into the unknown, the leader has no authority except his own competence as explorer.

serve its several masters — the theocracy, the aristocracy, the mercantilists, and now the computer. What truly remarkable versatility! (This progression of masters has not made mathematics any easier. I feel that what is needed is a basic guidebook that might be entitled *Sets and the Simple Teacher*.)

In the realignment of mathematics, which direction do we choose? What we must do is recognize a new master for mathematics, and for all areas of study, namely the student. We must work toward relating the teaching of mathematics to its potential use by each individual, in accordance with the trend of his own development — his talent and potential and interests — and in accordance with the nature of the real problems that he will encounter in designing and creating new externalities. Curriculum, in short, must grow out of, and with, the learner toward an unknown future, instead of placing the constraints of predestined conclusions around him.

Administration. What kind of realignment are we looking for in administration? The conference has provided us with considerable insight into this question. I think we may have identified the issue, and it reveals one of life's paradoxes: organizational leadership has to come from below or it is not there at all. The only mode of leadership that works is the mode which rests on perception and articulation of the intuitively felt needs of those who are being led. To lead, you have to be able to define what people have already perceived, but are not consciously formulating, and then you have to come up with a course of action that appears to solve the problems which you have identified and articulated. In order to bring into existence an open-ended, creative kind of educational system, you must face the necessity for a very open-ended, creative kind of leadership.

The administrator of the present and future must rely on dynamism and the force of personality because a leader in this kind of reformed situation will not be able to shelter himself behind, or find protection in, an elaborate hierarchical structure. On a voyage into the unknown, the leader has no authority except his own competence as explorer.

This brings us to the very heart of the intent of this conference — that is, the intent to study administration for a humanistic era. What I am saying is that the administrative role of the future becomes nothing more nor less than the effective functioning of Man as the mediating presence in the life of the organization. This point of view stands in rather marked contrast to current administrative practice where, all too often, the administrator stands for the absence, rather than the presence, of human initiative in the organization.

This has very important implications indeed for the training of administrators as autonomous, person-centered leaders and it implies also a need to make distinctions among people, and judgments as to who should take on administrative responsibility, which the present system does not often require. Here I have in mind the necessity to make distinctions on the basis of capacities as people rather than on the basis of credentials that they may have gathered along the way.

Humanism and Person-Centered Education

What is the difference between the humanism implicit in the above discussion of the administrative role and the old humanism? We have always talked about humanism, but now maybe it is a difference in method. The old method was too slow in operation — the slow distillation of human aspiration and dream and yearning and experience out of literature and history and everything else. It took too long for translation into a teachable set of symbols. It took too long to find the code with which we communicated ideas, culture, and

personal meaning to our kids.

Furthermore, the old humanism had become highly institutionalized. As institutionalization proceeds, something is created that has a life of its own, and also a death of its own. The old humanism was doomed to obsolescence the moment it was successfully institutionalized.

We turn, then, to a discussion of the new humanism. Does person-centered necessarily mean humane? Is individually oriented responsiveness (on the part of educational institutions, say) all that we mean by humanism? We have to tread carefully in addressing these questions because the humane ideal is an abstraction and is possibly not attainable in its application to create human examples. Furthermore, the totality of humanity is not to be found in the sum of its mortal instances but rather in the all-embracing and immortal unity of the shared idea.

I think this comes to the surface when we observe the value scale that we all apply to recreation. Our application of the value scale puts us squarely on the side of the ideal, not of the actual present individual. It was not person-centered responsiveness which gave us our recreation ideal; it was the tyranny of rulers, the elitist power of armies and politics. It was not the upwelling of any spontaneous popular aspiration, that gave us our cathedrals, our museums, our galleries, our inheritance of music, drama and art; it was our princes, our priests, our gentry. If we are a little ashamed to admit that we'd rather watch hockey than ballet, it is because of the successfully enforced survival of the values of the elitest minorities. It is the survival of an abstract ideal – the ideal of humanism.

Here we come to the crux: there has been the threat that we will start talking about these ideals. Well, I think we *must* talk about ideals. I have been accused of a fondness for rhetoric and poetry, but it is there, in rhetoric and poetry, that we find the history of human possibility and human constraints. In dream and song and rhetoric lies the abstraction of human truth. O'Shaughnessy said: "One man with a dream, at pleasure, shall go forth and conquer a crown; and three with a new song's measure can trample an empire down." It's true, and you had better take time out, now and again, to listen to the music.

No destination, only directions. I will conclude my remarks with a short epilogue. I speak as one who has always been an assertive humanist and is now a little disconcerted to find himself in fashion.

Accept that we cannot change the schools overnight and that to change them at all is a matter of both enormous difficulty and innumerable specific acts or decisions. Accept that the school cannot change the world either, certainly not immediately; accept that the conditions and structures of Canada present special additional difficulties.

It was not person-centered responsiveness which gave us our recreation ideal; it was the tyranny of rulers, the elitist power of armies and politics.

But the world *is* changing, and we have to establish human control over the direction of change. The major instrument of that control has to be education. And the beginning of action is concern. The only hope of success lies in infusing the actors with a conviction so strong, a fervor so intense, a sense of agreement so clear and encompassing that appropriate behavior will ensue. This is the essential first step. Good intentions alone will guarantee no result but without good intentions, without the initial impulse of concern, no action will ever happen.

We are in one of the great moments of historic change, and we must take that truth to our hearts, especially those of us who, like me, are in middle age and whose sentiments cry for a final conclusion and for a measure of accomplishment, a summit, a resting place. We

The quest is always the same: the rediscovery of humanity, the return to our essential human selves. ... The goal is the quest itself — a journey without an end.

have to be reminded that the odyssey of Man is endless. Again and again Odysseus must face and fight the monsters ... grope his way across the perilous seas ... face the buffeting of the storms ... deny the seductions which would lure him from the continuing quest ... and endure the knowledge that not any of the works of Man but only the resources of his spirit and his intellect can offer the possibility of control and hope of survival. Homer saw it and told us about it. Kubrick saw it and showed it to us.

Time and again, Odysseus must find his way home to his own kingdom, only to find that he has come home to the mirror of his aging, faded self. The dream is cold and the beauty drained away. The goals he saw belonged to yesterday, and nothing is left but to put to sea again and to say, "Come, my friends, 'tis not too late to seek a newer world." The quest is always the same: the rediscovery of humanity, the return to our essential human selves. What each of us eventually comes home to is the frailty of his own spirit, the finitude of his own existence; and in so doing, we live that moment of awareness of the eternal and the universal, the moment of realization that the goal is the quest itself — a journey without an end. There is no destination; there are only directions. There is no homecoming, no arrival point for the living human race.

And that is the moment of awareness that we must never, as educators, forget. For it is at that moment that we glimpse the truth of humanism and for a moment see, in human perspective, where we, and the institution of education to which we minister, are going.

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